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ABBREVIATIONS

BIA	—	Bureau of Indian Affairs
BOR	—	Bureau of Outdoor Recreation
CDBG	—	Community Development Block Grant
CETA	—	Comprehensive Employment and Training Act
EDA	—	Economic Development Administration
HEW	—	U.S. Department of Health, Education, and Welfare
HUD	—	U.S. Department of Housing and Urban Development
IAC	—	Interagency Committee on Outdoor Recreation
LWCF	—	Land and Water Conservation Fund
METRO	—	Municipality of Metro Seattle
SCORP	—	Statewide Comprehensive Outdoor Recreation Plan
SCSA	—	Standard Consolidated Statistical Area
UITAF	—	United Indians of All Tribes Foundation
SPICE	—	School Program Involving Our City's Elderly

COMPLETED
ORIGINAL

NATIONAL
URBAN
RECREATION
STUDY

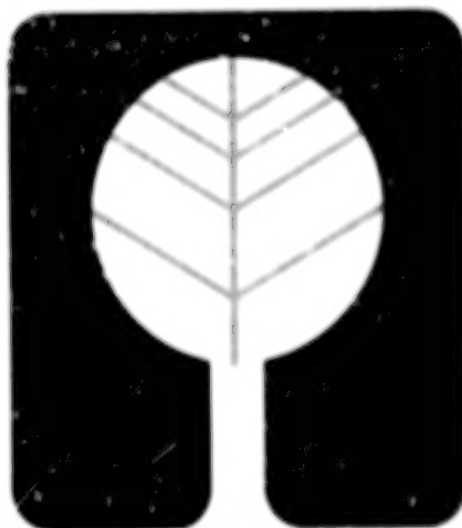
seattle/
everett/
tacoma



This report was prepared as part of the urban recreation study authorized under Public Law 94-422, in hopes that it can lead to improvement in urban recreation opportunities. The report and its findings, options, and alternatives do not necessarily represent official views or policies of the Bureau of Outdoor Recreation, the National Park Service, the U.S. Department of the Interior, or any other federal agency.

Prepared by the Northwest Regional Office of the Bureau of Outdoor Recreation in cooperation with the National Park Service.

NATIONAL URBAN



RECREATION STUDY

seattle/
everett/
tacoma
september 1977

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FOREWORD

Interest in the quality and quantity of recreational opportunities in urban areas has increased in recent years. Related to this has been a growing concern over the lack of substantive federal assistance in meeting urban recreational demands. Federal parks such as Cuyahoga Valley National Recreation Area in Ohio, Gateway National Recreation Area in New York, Golden Gate National Recreation Area in California, and Indiana Dunes National Lakeshore in Indiana are all outgrowths of the federal role in urban recreation. With passage of Public Law 94-422, which expanded the Land and Water Conservation Fund to \$900 million, Congress instructed the Secretary of the Interior to study the needs, problems, and opportunities for recreation in urban America and to report the results by September 28, 1977. This study is a result of that congressional mandate.

In the initial stages of the national urban study, it was determined that recreational issues and problems in various cities would be analyzed to determine alternative solutions. Thirteen Standard Consolidated Statistical Areas (SCSAs) and four Standard Metropolitan Statistical Areas (SMSAs), representing the major metropolitan regions of the country, were selected for detailed analysis. Field studies were conducted in each of these areas to meet the following objectives:

- Identify major issues and problems related to parks and recreation funding and expenditures

- Gain jurisdictional and neighborhood perspectives on the delivery of services, administrative structures, and personnel problems of recreation suppliers

- Analyze the status of planning, research, and environmental programs

- Assess the adequacy of the existing open-space and recreational systems

- Identify and evaluate significant potential open-space opportunities in the study areas

- Propose alternatives — including organizational arrangements and legal techniques at each level of government and in the private sector, as appropriate — for

providing recreational areas and protecting open-space and natural and cultural resources.

To meet these objectives, meetings were held with groups representing those agencies, organizations, industries, and individuals familiar with parks, recreation, and open space within each study area. During these meetings, the overall purposes of the study were explained, and "key informants" were asked to identify and discuss relevant issues and problems. As a result of these discussions, a list of issues that appeared to be common in all urban areas across the country was prepared.

Because of the tremendous number of governmental, quasi-public, and private recreation providers in the study areas, it was determined that selected jurisdictional case studies be conducted in the various urban areas to ascertain the commonality and severity of the various issues and problems. Jurisdictions were selected on the basis of success of existing recreational systems, the variety and number of problems and opportunities, general geographical distribution, and the socioeconomic characteristics of the area. Information on the recreational and open-space systems in the case studies was gathered through interviews with recreation suppliers from governmental, quasi-public, and private agencies; analysis of existing data sources; and on-the-ground investigations.

To test the validity of the information gathered in the jurisdictional case studies and to gain a "grass roots" perception of the jurisdictional recreation delivery system, a number of neighborhood analyses were completed. These analyses consisted of interviews with block leaders, church leaders, playground supervisors, residents, and similar key informants familiar with the study neighborhoods and the feelings of the people. Such data permitted a more detailed appraisal of the adequacy of existing neighborhood programs and facilities and focused on the desires of the local residents. At least two neighborhoods were selected in each study jurisdiction to provide some variety in the neighborhood analyses.

Besides a study of the jurisdictions, the other important facet of the individual urban studies was identification and evaluation of existing and potential parks and open-space resources -- those recreational resources with potential to serve major recreational needs. A combination of interviews with informed local representatives, data research, and ground and aerial reconnaissance was used to identify these resources. The resources were then studied to determine how they could be utilized, as well as how potentially significant open-space and natural and cultural resources could be preserved.

The results of the individual urban recreation studies have been compiled into a national report that looks objectively at key urban recreational issues. This report will be submitted to Congress.

INTRODUCTION

This study focuses on urban recreation in the Everett/Seattle/Tacoma Standard Consolidated Statistical Area (SCSA) located in the state of Washington. Boundaries of the SCSA encompass three counties — King, Pierce, and Snohomish — covering 6,100 square miles and bordering on Puget Sound. These counties contain more than 50 percent of the state's population, and two of the state's largest cities, Seattle and Tacoma.

The major local governments within the study area are King, Pierce, and Snohomish Counties and the cities of Seattle, Tacoma, Bellevue, and Everett. The specific units of government are the cities of Seattle, Everett, and Kirkland, and the Metropolitan Park District of Tacoma. The four jurisdictions were studied for several reasons. The park and recreation departments of the cities of Everett and Seattle and the Tacoma Metropolitan Park District represent the three major population centers in the SCSA, and these sample areas provide a geographic balance from north to south. The city of Kirkland was chosen as representative of the 12 smaller municipalities in the study area with populations of more than 15,000, which is located in a rapidly urbanizing area in the eastern section of the SCSA.

Population increased 28 percent from 1,428,803 to 1,832,896 between 1960 and 1970, then declined slightly between 1970 and 1975. A 5 percent population increase is predicted to occur between 1975 and 1980, with a continuing increase beyond 1980. Most of the increase will be in suburban areas, with population in cities of Seattle, Tacoma, and Everett declining slightly during the late 1970s. All three cities are expected to stabilize their populations at close to present levels.

The slowing growth rate and relatively high levels of unemployment do not appear to have diminished its residents' overall demand for recreation. Between 1970 and 1975, for example, participation in 16 popular outdoor recreational activities increased from 61 million occasions to 72 million occasions annually.

More than 70 percent of Washington's population lives in urban areas west of the Cascade Mountains. This leaves most of the state as open space, much of which is used extensively for recreation. The state has numerous U.S. Forest Service and National Park Service areas, as well as extensive public water resources that provide recreational opportunities. The major land and water resources closest to the study area are the Cascade Mountains, Puget Sound, and Lake Washington; the lowlands and foothills between Puget Sound and the Cascades; and the Snohomish, Skagit, Stillaguamish, Cedar-Green, Puyallup, and Nisqually Rivers which drain the west slope of the Cascades. With proper use and resource management, much of the demand for outdoor recreational activities, not requiring extensive developed facilities, can be accommodated by these natural resources.



STUDY AREA

seattle/everett/tacoma
standard consolidated
statistical area





CLARK PAGE

MAJOR JURISDICTIONAL AND NEIGHBORHOOD FINDINGS

This section is intended to highlight only major issues. A thorough discussion of the jurisdictional and neighborhood issues can be found in The Study section of this report and in Appendixes B and C.

Professionals in charge of providing recreational facilities and services within the central city areas report that their major problem is funding for the operation and maintenance of existing facilities. There are a number of assistance programs available for acquisition and development, but the year-in, year-out commitment of permanent staff for operations and maintenance rests almost exclusively with the local park and recreation agency. The obligation of local agencies has increased significantly in the past several years. Facilities resulting from the success of local bond issues and the recent increase in the Land and Water Conservation Fund (LWCF) contribute to a continual rise in operations and maintenance costs through the next decade. For example, new development in Seattle resulting from the 1968 Forward Thrust bonds has added \$500,000 per year to the city's operations and maintenance budget.

The cost increase associated with more facilities is compounded by the inflationary rise in equipment, materials, and labor costs. This is not to say that additional facilities are not needed, but it does indicate that solving the problem of too few facilities serves to aggravate the more pressing problem of operating and maintaining the existing recreation estate.

Despite efforts of local recreation staffs, the reduction in programs and park maintenance is becoming more apparent to park users. Neighborhood residents frequently mentioned the need for more programs, better maintenance, and longer use-periods at facilities that require staffing. The public is becoming better organized, more vocal, and is demanding more services.

Lack of staff for operations leads to inefficient and restricted use of existing facilities. This is particularly true for facilities that require a heavy initial investment, such as swimming pools, community centers, gymnasiums, and other facilities that must be staffed in order to be open to the public. Personnel restrictions are often responsible for the lack of after-hours recreation at school facilities.

Maintenance is a special problem. The longer it is postponed, the more expensive it becomes. Poor maintenance invites vandalism, and if vandalism is unattended, it increases. In 1976, vandalism cost park and recreation agencies \$235,866 in Seattle and \$50,000 in Everett. Maintenance is an essential and constant ingredient to any successful park and recreation operation.

Park maintenance and operation should generally be done by professional park staffs or through a contractual arrangement. Volunteer efforts can be successful, but the continuing nature of the job often wears down the commitment of even the most dedicated volunteers. A shortage of staff to supervise and coordinate volunteer activities can limit their effectiveness.

Funding for operations and maintenance must be assured on a continuing basis. The annual amounts of funding and the dates of receipt should be definite. For this reason, annual competition type programs operated in the manner of the LWCF are inappropriate for operations and maintenance financing. If a new federal assistance program is designed, it should be totally reliable and deliver a known amount by a specific date. At the local level, operations and maintenance funding can be supplemented by charging fees to the users of certain facilities and programs. The public is becoming more accustomed to paying for services. This technique works particularly well with adult groups and sports leagues. Fee collection is not as applicable to activities for children, senior citizens, and residents of low-income neighborhoods.

Some park and recreation agencies have found that savings can be made by contracting for maintenance services. In addition to contracting with commercial maintenance firms, contracts can also be made with local advisory groups. Such arrangements are sometimes used by Seattle, apparently with good results and an extra benefit in public relations.

Maintenance costs can be reduced through the use of sound facility design. Good layout of facilities, proper landscaping, and vandal resistant fixtures are less expensive in the long run and frequently cost no more at initial construction. Technical assistance in facility design should be available to local park agencies. A design review board

could be established at the local level, or such a function could be provided by state or federal agencies.

Local parks and recreation departments have made outstanding efforts to trim operations and maintenance costs. There is not, however, any foreseeable breakthrough in technology or operations that would greatly reduce these continuing costs. Most departments have economized to the point where further reductions will directly impair services or result in accelerated deterioration of facilities. All cities must divide their revenues among their various programs. Parks and recreation functions generally have a lower budgetary priority than many other city programs. Therefore, a city would have to increase its revenues and give a higher priority to recreational programs before recreation could expect to receive a larger share of the city's budget. In order to reach park operations and maintenance budgets, earmarked fund assistance would have to come from state or federal sources.

A problem related to operations and maintenance is the need for renovation or redevelopment of many existing park facilities. Most parks departments, already hard pressed to keep their park systems in minimal operating condition, are unable to cover the costs of complete park renovation, an undertaking that can be as expensive as the complete construction of a new park.

In Seattle, \$7.7 million of the city's portion of the \$118 million Forward Thrust bond issue was originally intended for projects that have not been completed and are now difficult or impractical to implement. The mayor has recommended that the money be reallocated to other projects, principally those designed to increase the capacity of the city's park system by remodeling and upgrading existing facilities, rather than constructing new ones. If approved by the city council, the proposal will be put to a countywide vote.

Change in the demographic makeup of the neighborhoods is often the reason that park redevelopment is needed to accommodate different interests of new residents. Neighborhoods that once housed growing young families may now be predominantly occupied by childless adults or senior citizens. In other cases, large old residences may be divided into apartments, causing an increase in younger inhabitants. In these instances, parks may need to be remodeled to accommodate the different interests of the new residents.

Older park facilities, even when appropriate for the neighborhood, may need complete replacement due to normal deterioration. As facilities become obsolete, replacement parts become difficult or impossible to obtain, and for many of these parks, routine maintenance is not enough.

Most funding programs that cover capital improvements do not apply for renovation or redevelopment of existing facilities. The provision of certain cost-sharing programs,

including the LWCF, require that facilities funded through the program be maintained in perpetuity. This could add to the problem, as funded projects eventually need renovation or replacement with more appropriate facilities.

Normal operations and maintenance budgets cannot be stretched to cover full replacement or renovation of existing facilities. Additional funds are needed. A partial solution seems to be in encouraging LWCF monies to be used for this type of project. At the local level, rehabilitation funds for existing facilities may have to be included in bond proposals for new facilities that have greater voter appeal.

Unlike the recreation departments' first priority of operations and maintenance funding, the first concern of most neighborhood groups and individuals is the establishment or improvement of close-to-home neighborhood parks. Preferred characteristics of neighborhood parks are that they be safe, supervised during peak-use hours, properly designed to permit appropriate activities, located within walking distance of homes, and adequately maintained.

Outright purchase of land is not always a necessary first step toward establishing neighborhood parks. Neighborhood residents often know of available public lands such as undeveloped portions of school grounds or leftover parcels from other public works projects. Park sites are sometimes available through private donation or on an interim-use basis where development is not planned for several years. Property tax incentives for interim-use parcels could encourage greater use of this technique. In areas where new housing is being developed, dedication of suitable lands or funds for neighborhood parks or open space can be made a requirement for development approval. Such a requirement is now in effect in Kirkland. Land for parks is sometimes available through the transfer of public properties. The LWCF provides grants for both acquisition and facility construction.

Once a park site is available, volunteer efforts seem to work particularly well at the initial construction stages. Sports leagues and organizations, garden clubs, semi-private organizations, and others frequently provide free labor. The private sector will often donate goods and services, especially when interest is high and public recognition is forthcoming.

After neighborhood parks have been established, the next major concern of most neighborhood groups is for the acquisition and development of organized team sports areas. Lack of adequate sports facilities usually leads to the preempting of neighborhood play areas for team practices and league play. Pick-up games and other unstructured activities are precluded. Neighborhood parks generally are too small and poorly located for league sports, and such use often results in complaints from nearby residents. The solution expressed by neighborhood groups, park personnel, and organized teams is for construction of more sports fields.

The sports fields can be regional in scope, as most organized teams can provide transportation beyond the neighborhood level. Location near bus or other mass transit systems is desirable but not essential. Increased emphasis on energy conservation could make public transportation more necessary. The site should have adequate parking, lighting, and a buffer zone between the facility and the nearest residences. In the case of a large jurisdiction, the administration of a centrally located sports complex could rest entirely with the single jurisdiction. In other instances, multijurisdictional administration and cost sharing may be desirable. King County recently acquired land and constructed the Fort Dent Athletic Complex, a large regional sports facility located in the Seattle suburb of Tukwila. The county-developed facility is operated and maintained by Seattle. The development includes playing fields for softball, baseball, soccer, and football. One or two additional regional sports complexes are needed, but operations and maintenance costs present major obstacles.

Indoor recreational activities are increasing in popularity. **Community centers and other indoor facilities are in great demand** for arts and crafts classes, club meetings, senior citizen groups, leisure-related educational courses, and indoor sports such as basketball and volleyball. In some cases, facility needs can be met through joint use of schools. A school/parks joint-use program and a community schools program work well for the city of Everett. Seattle has met the need for indoor facilities with a number of community centers, most of which are not school related. These centers add to the city's heavy operations and maintenance burden. A partial answer to the general problem may be to shift more responsibility for operations to local advisory groups. This has been attempted in Seattle at four city-owned art studios, but results to date are inconclusive.

In the several subdivisions of the study area that have inadequate indoor space and no community centers, **the solution must begin with more joint use of school facilities.** For some jurisdictions, joint use poses a series of difficult legal and administrative problems. Technical assistance, perhaps in the form of sample agreements and legal interpretations that have proven successful elsewhere, could be of benefit in joint-use negotiations. Such a technical assistance function could be provided at the state or federal level.

Once facilities are provided, the problem again shifts to operation. To be effective, the facilities must be adequately staffed, provide responsive programs, and be open to the public during desired hours, including evenings and weekends.

The administration and operation of regional facilities continues to be a problem. In some instances, such as regional sports complexes, the facilities are needed but not yet constructed. The new Fort Dent Athletic Complex is a notable exception. In other cases — such as Seattle's zoo and aquarium, Discovery Park, and the Seattle Center — the facilities operate through local funding, attracting visitors on a regional or state basis.

New regional facilities are difficult to get underway, as the local parks and recreation departments justifiably see their first obligation as the operations and maintenance of their own existing facilities. Once these obligations are met, there is seldom any funding left over for joint ventures. For those locally funded facilities that are already serving a regional or state need, it is extremely difficult to get joint-funding from other jurisdictions. In this case, the collection of user fees helps to share a part of the operating cost with nonlocal users. However, user fees are looked upon by some jurisdictions as socially unjust, since low-income residents could be priced out of the opportunity to use public facilities. The use of specified free days or the awarding of scholarships to low-income users could provide a partial solution.

The construction of joint regional facilities could be encouraged through the Statewide Comprehensive Outdoor Recreation Plan (SCORP). Incentive money, through state and federal grants, could be used to cost share in the construction of cooperatively financed facilities. Technical assistance and workshop sessions on joint ventures could be conducted by state or federal agencies.

One particularly important finding is that the protection of open space is not the solution to major recreational problems within core cities that have a stabilized or diminishing population. The retention of open space is an important element that is discussed in most urban plans; however, it seems to be more of an environmental or visual amenity rather than a high recreational priority. The retention of urban open space alone will not solve any of the major problems surfaced by the jurisdictional or neighborhood analyses within cities having stabilized boundaries and populations.

Acquisition and development of lands was of secondary interest to most jurisdictions other than those in expanding suburban areas. The one notable exception was the frequently stated need for additional shoreline and water and boat access. Puget Sound and the large inland lakes located in the SCSA are among the largest blocks of publicly owned open space. The problem is access for people to these public resources. Of \$1.3 million to be spent in Kirkland on parks and recreation from a 1976 bond issue, nearly two-thirds will go for waterfront acquisition.

Shoreline acquisition is extremely expensive, and individual local jurisdictions are reluctant to fund marinas and boating access facilities to serve a regional population. The combination of high expenses and universal appeal of the resource suggest that solutions be more than just a local concern. This was one of the few opportunities where a large multijurisdictional coordinated effort could be combined with direct federal involvement. Most jurisdictions, however, felt that the federal government should not be operating urban recreational facilities. Federal funding was encouraged for acquisition, construction, and operation; but most jurisdictions felt that the responsibility and manpower for the on-site administration and operation should remain with the local governments.

SUMMARY OF OPEN-SPACE ANALYSIS

The SCSA has a wealth of diversified recreational and open-space areas. The resources range from the North Cascade Mountains to the waters of Puget Sound and include a variety of lakes, rivers, streams, and forested lowlands. Significant open-space areas have been preserved through the combined efforts of federal, state, county, and city jurisdictions. Mount Rainier National Park, Lake Sammamish State Park, King County's Marymoor Park, and Tacoma's Point Defiance Park are illustrative of significant areas in existing park and recreational systems.

Open-space needs are expected to increase. There is a growing scarcity of close-in, open-space areas as suburban communities continue to expand. The greatest need related to open space is for areas within the highly urbanized central cities. The central cities have the greatest concentration of people and the least opportunity for expanding open-space systems. There are few good close-in sites remaining, and all are more expensive than more distant suburban sites.

Because of the large amount of federal land within the SCSA, the federal government necessarily plays a pivotal role in meeting regional open-space needs. Federal areas, such as Mount Rainier National Park and the Mount Baker/Snoqualmie National Forest, with its Glacier Peak and Alpine Lakes Wilderness Areas, provide important outdoor recreational opportunities in relative proximity to the urbanized portions of the SCSA. The Corps of Engineers' Hiram B. Chittenden Locks and Lake Washington Waterside Ship Canal Trail are the only established federal areas presently serving public needs within the central city area.

The presence of national forest and national parkland within the study area provides opportunities for high quality, resource-based recreation much closer to home than for other American city dwellers. Seattleites can ski or hike wilderness trails within a 1- or 2-hour drive of their homes. Trains and buses could make these opportunities available with a relatively low consumption of fuel. Due to a lack of development and maintenance funds, rural and backcountry areas are not being used to their full potential. Current demands for recreation exceed facilities in many of these areas. There has been virtually no expansion of campgrounds, picnic areas, and trails within the Mount Baker-Snoqualmie National Forest for 15 years. Trails do not receive adequate maintenance, and many are so overgrown as to be unusable. Forest officials estimate that only 25 percent of the 1,467 miles of trail are in acceptable condition. Problems of inadequate construction and maintenance funding exist on national parklands as well.

Some federal programs, such as the surplus property program, have assisted local governments in the preservation of significant open-space areas. Seattle has had particular success with this program by acquiring Discovery (Fort Lawton) and Warren G. Magnuson (Sand Point) Parks. Although the LWCF has played an important role in assisting suburban communities in their acquisition and development programs (e.g., Bellevue's Mercer Slough), these funds have not been awarded extensively to the central cities. However, use of the LWCF in assisting central cities has been increasing since termination of the U.S. Department of Housing and Urban Development's (HUD) Open Space Program in 1973 and because of recent expansions in the LWCF. This trend is illustrated by Seattle which received, through 1976, \$3,845,515 from the HUD Open Space Program and only \$384,371 from the LWCF. During 1977, an additional LWCF grant of \$632,000

was approved for the city. There is some feeling that the presence of Forward Thrust monies may have jeopardized Seattle's competition for LWCF monies to the benefit of other jurisdictions which had more limited local financing. The failure of central cities to receive more LWCF monies might also be attributed, in part, to inadequate emphasis on urban priorities in the statewide comprehensive planning process and fund allocation mechanism.

As demonstrated by a survey of potential areas, **there are ample areas that could be preserved as open space.** These areas are generally located near, rather than within, the central cities. With the proper development, several of the identified areas could help meet urban recreational needs.

This analysis revealed that, **although additional open space is needed and desired, its acquisition is not among the top jurisdictional priorities** because of serious local financial limitations. The dilemma facing local governments is how to adequately maintain their existing systems and prevent degradation of important park and open-space resources, while trying to rehabilitate deteriorating areas which are becoming uneconomical to maintain. The rising costs associated with meeting these needs are taxing park and recreation budgets and will further aggravate problems facing those central cities that have declining tax bases. This shortage of local funds has resulted in serious limitations on the ability of jurisdictions to expand their systems when opportunities arise. Frequently, acquisition opportunities occur on short notice requiring fast local action for their purchase. Nonprofit, open-space foundations, such as The Nature Conservancy and The Trust for Public Land, are attempting to assist jurisdictions in forestalling the loss of these opportunities through the purchase of options; the success of these efforts depends upon some assurance of funding in the near future. It is difficult to muster support within jurisdictions for additional land acquisition when budgets are already strained.

There is a need for additional federal assistance in preserving open-space areas, particularly within highly urbanized jurisdictions where costs are high. In recognition of the probable continued shortage of financing, local governments need to continue their efforts in the innovative use of donations, zoning ordinances, easements, tax assessments, subdivision requirements, and other less-than-fee acquisition techniques to preserve open space.

The survey of park and open-space areas associated with this analysis identified 28 potential sites. Of the 28 sites, six have potential for meeting urban recreational needs; four of these sites are located in urban and suburban areas. Two are in public ownership and are being developed for park and recreational purposes — Sand Point and Mercer Slough. An additional six sites have potentially significant recreational, park and/or open-space values; two of these sites are adjacent to local jurisdictions.

Seven sites have potential for possible designation as national recreation areas. Two of the sites are in federal ownership, but they are used for military and prison purposes. Neither site is presently available for park and recreational purposes. None of the potential national recreation area sites are located within urban jurisdictions.

A large measure of the beauty of the Seattle urban area comes from the water resources — Lake Union, Lake Washington, Lake Sammamish, and Puget Sound. This water area, together with the shorelines and related resources, constitutes an area with unique recreational opportunities. Seattle representatives have suggested the concept of creating a national recreation area comprised, in part, of existing city shoreline parks. The parks could be connected by acquiring strip parks and rights-of-way for trails. The existing parks, trails, arboretum, and other elements such as the Lake Washington Ship Canal, coupled with the acquisition of strategic waterfront properties, could constitute an area of national significance. The resources are such that any of several combinations could constitute a workable unit.

Three alternative approaches for creating a national recreation area or other type of large-scale regional park and open-space complex are:

A number of existing parks and cultural elements near and adjacent to the Lake Washington Ship Canal between Puget Sound and Lake Washington could be combined and administered as one unit. The unit could include Discovery Park (Fort Lawton), Commodore Park, Chittenden Locks and adjoining Corps of Engineers public-use areas, Gas Works Park, Lake Union, Portage Bay, Montlake Playground, Seattle Museum of History and Industry, University of Washington Arboretum Park, Interlachen Park, Foster Island, and other existing recreational elements. Additional shoreline, particularly the railroad right-of-way along the ship canal, could be included through purchase or easement.

In addition to the area described above, existing parks, cultural elements, and other shorelands on Puget Sound from Everett to Dash Point could be included in the management unit. The additional components could include Dash Point State Park, Saltwater Park, Seahurst Park, Lincoln Park, Alki Beach, Elliott Bay, elements on the downtown Seattle waterfront, Shilshole Boat Marina, Golden Gardens Park, Carkeek Park, Richmond Beach, Point Wells, Edwards Point, and Jetty Park. Easements and rights-of-way could be acquired to connect the individual components.

A third alternative would include all components previously described, plus the water area and existing public lands on Lake Washington and proposed shoreland acquisitions, such as St. Edward's Seminary. The additional components could include Warren G. Magnuson Park, Matthews Beach Park, Madrona Park, Leschi Beach, Colman Park, Lake Washington Park, Seward Park, Atlantic City Park, Lake Washington Beach Park in Renton, Chism Park, Luther Burbank Park, Juanita Beach Park Camp, O. O. Denny, and the Burke-Gilman Bike Trail.

UTILIZATION OF EXISTING FEDERAL PROGRAMS

Many existing federal programs offer potential sources of assistance to recreation administrators in urban areas. Discussions during the field investigations resulted in suggested modifications of some programs to increase their effectiveness in meeting recreational needs. The following discussion includes those federal programs which have the most potential for solving urban recreational problems.

LAND AND WATER CONSERVATION FUND (LWCF)

In order to meet the expressed needs of the jurisdictions within the study area, the LWCF program, as administered by the Bureau of Outdoor Recreation (BOR), would have to be modified in order to direct a higher percentage of the funds into central urban areas. The procedures that state agencies use to set fund priorities often do not require adequate consideration of the special needs of urban recreational systems. To illustrate, during 1976, none of the four study jurisdictions received any funds from the LWCF, but prior to 1976, Seattle had received \$1,060,000.

The following changes in the administration of the LWCF program were suggested during the study:

Exercise greater control over the development of Statewide Comprehensive Outdoor Recreation Plans (SCORPs). The urban jurisdictions feel that the plan should require greater consideration of urban needs and problems, more emphasis on regional facilities and cooperative agreements among political subdivisions, and more emphasis on priority systems, which are based on planning districts rather than statewide needs. A strong review process by BOR, and the rejection of plans which do not contain adequate urban analyses, are felt to be essential in providing a balance of urban-rural concerns.

Encourage greater emphasis on renovation and redevelopment projects in state priority systems. BOR can play a stronger role in directing states to give a higher priority to such projects, especially in central city areas where the parks and recreation system is old and poorly designed for today's activities.

Encourage greater public participation in determination of funding priorities at the state, county, and city levels.

The following legislative changes to the LWCF were also suggested during the field investigations:

Modify the LWCF to allow for operations and maintenance grants. This could be accomplished in several ways, but two methods were frequently mentioned:

- (1) Set aside a certain percentage of the annual LWCF allocation (10 to 15 percent) and use the funds for operations and maintenance grants. This proposal was not universally supported.
- (2) New LWCF construction grants could be broadened to include operations and maintenance funds. Funding would begin with a high

percentage of the first year's operational cost, and then decline over the next several years until the local recreation entity assumed full financial responsibility. The proposals for operations and maintenance funding generated differences in opinion; some favored the approach, while others felt it would reduce the amount of capital investment funds too drastically. Another concern was that city governments might secure federal operations and maintenance funds and then reduce the local obligations by a like amount. Investigation of a new federal program to provide strictly operations and maintenance was felt to be warranted as an alternative to use of the LWCF.

Earmark a percentage of the Fund for urban programs; a specific formula would have to be set by Congress.

Allow certain depressed urban areas to qualify for grants that would exceed the present 50 percent cost sharing limitation.

Some desire for a change in the law to allow indoor facility development was expressed, but this was not as frequently mentioned as the other modifications.

Significant changes in other programs administered by BOR were also suggested. Most of the following suggestions are in the category of technical assistance to urban recreation agencies.

BOR should be making increased efforts to encourage coordination among local agencies to provide more effective services. Multijurisdictional projects could receive top priority for LWCF assistance. BOR could act as a disinterested party in helping to negotiate agreements among jurisdictions, and it could also provide model agreements which had been successfully worked out by other agencies across the country.

BOR would expand its efforts to compile and disseminate research findings which would be useful to local recreation administrators. Information on trends in activities, new methods and techniques of meeting demand, and the publication of success stories as well as experiments which do not work, would be of assistance.

BOR was requested to make staff expertise available to local jurisdictions for the provision of technical assistance in urban park design, program content, and all federal assistance programs. Even though the BOR was suggested as the logical agency to provide such assistance, other state and federal agencies, including the National Park Service, should be considered in this proposal.

GRANTS-IN-AID FOR HISTORIC PRESERVATION

The Historic Preservation Act of 1966, which is administered by the National Park Service, provides funds on a matching basis for the preservation of properties on the National Register of Historic Places as programmed by the state. The state of Washington's portion of the federal monies for fiscal year 1977 was \$333,675. The present use of the grants-in-aid money is for the acquisition and development of historic properties in state, local, and private ownership. The very limited budget poses a major constraint on the role the program can play in meeting urban recreation needs. An expanded budget would permit more extensive acquisition, particularly of land surrounding the certified sites. Such land could accommodate recreational needs if the activities would not seriously damage historic values.

Approximately 90 National Register properties exist within the SCSA. Many of these are single buildings which, though significant from a historical point of view, are not suitable for public recreation. Others, such as the Seattle Pike Place Public Market, Steilacoom Historic District, and Snohomish Historic District, provide for recreational activities such as walking and sightseeing.

REVENUE SHARING

Very little information about this program was generated during the field investigations. The only comments concerning revenue sharing dealt with the relatively low priority of recreation in the competition for these funds at the local level. The general concern was that such nonspecific programs did not get to the recreation agencies as well as more specific programs.

COMMUNITY DEVELOPMENT BLOCK GRANTS (CDBG)

All four of the study jurisdictions received funds from the CDBG for recreational development during fiscal year 1976. The neighborhood orientation of the program appears to lend itself to recreation. However, cities can expend the funds only in specified areas. The jurisdictions did not indicate any major problem with the program other than the usual requests for simplification of the process. Community and neighborhood groups were especially pleased with this program, feeling that their input into the planning process was more effective than in most other governmental efforts.

COMPREHENSIVE EMPLOYMENT AND TRAINING ACT (CETA)

This program appears to be one of the most useful to local administrators in the study area. The provision of funds for additional staff to operate and maintain the parks and

recreational programs and facilities meets the highest priority needs of the local administrators. The restrictions placed upon use of the funds cause significant difficulties for the administrators since the basic purpose of the program is not delivery of services but provision of employment. Regardless, all sample jurisdictions have used CETA funding to supplement city staff, to expand programs, and to increase the level of maintenance of facilities. The following changes in the CETA program were suggested during the field studies:

Remove the limit on salaries, since cost of living variances among cities make this impractical.

Allow the city to do the hiring without imposed target areas and populations.

Remove the limitation on length of employment, since unemployment is not a short-term problem.

Establish specific dates for provision of funds to local entities.

Include reimbursement for city administrative costs.

Allow additional funds for training.

Include the costs of supervisory salaries.

The above changes would require action by federal and local administrators as well as Congress. The first three items are legislatively mandated, the fourth item depends on the appropriation of funds by Congress, and the remaining items are regulations established either by the U.S. Department of Labor or by the local prime sponsor which disburses the funds.

The general opinion was that existing federal employment programs result in significant waste due to the emphasis on creating additional jobs rather than allowing the cities to use such positions for better provision of services. The modification of the program to allow more useful and meaningful job opportunities would serve both the purpose of public employment and the purpose of more efficient delivery of recreational services.

Since federally-sponsored public employment programs seem likely to continue, the establishment of a regular annual funding cycle for such programs is seen as a logical and effective way to solve several of the identified problems.

The state office of Community Development administers the CETA program in Washington. The agency anticipates that the two new CETA programs, which will provide jobs aimed at youth and young adults, will probably be heavily used by park and recreation agencies.

HIGHWAY TRUST FUND

As the interstate freeway system nears completion, money remaining in the Highway Trust Fund could benefit recreation through mitigation of adverse impacts caused by urban freeways and by provision of facilities for low energy-consumptive transportation systems. An example of freeway mitigation is Seattle's Freeway Park which has become a major attraction to the city's central business district. The project is basically a landscaped lid over a below-grade portion of Interstate 5. A recirculating waterfall masks traffic noise and imaginatively landscaped areas attract an estimated 10,000 downtown office workers, shoppers, and tourists each week. The park also serves as a pedestrian walkway over the freeway and provides concealed parking facilities. Total cost for the 5-acre park was \$13.8 million -- nearly \$6 million came from federal and state highway funds. This highly successful demonstration project could be a model for similar highway projects.

Highway Trust Fund monies also have been used to create bicycle routes, ranging from painted lanes on city streets to separated asphalt trails. Seattle plans to use \$302,000 from the fund to pave and landscape a portion of the Burke-Gilman Trail. The trail follows an abandoned railroad right-of-way for 12.5 miles through Seattle and King County and is used by bicyclists for commuting and recreation. Greater use of Highway Trust Fund monies for hiking/biking trails could eventually lead to integrated urban trail systems. Such systems could serve as a basis for both non-mechanized transportation and recreation.

OTHER FEDERAL PROGRAMS

Several additional federal grant programs have been used in the study area to help provide recreational services -- notably the Summer Youth Employment and Summer Youth Recreation Support programs and the Corps of Engineers Code 710 program. Due to insufficient staff, local administrators feel they lack the ability to turn the less obvious federal programs to recreational advantage. Local agencies could use technical assistance from the state or federal sectors in securing greater recreational benefit from the full spectrum of assistance programs. The federal agencies in charge of the programs need to investigate the urban recreation applications of their programs. A frequent suggestion is that BOR perform a more active role in providing general federal program information and assistance, while added program emphasis for recreation could come from Congress and the other federal agencies.

HUD was suggested as an agency that could help provide additional recreational resources. HUD repossessed properties could be made available for recreation use at no cost if the stipulation requiring the sale of such properties were modified. In addition, the federally subsidized housing program regulations should be strengthened to require provision of recreational facilities in low-income housing projects, and to require that planning of such improvements be coordinated with the local recreation agency.

**PRIORITY NEEDS AND OPTIONS FOR
RECREATIONAL OPPORTUNITIES
(*INDICATES HIGHEST PRIORITY NEEDS)**

NEED: To obtain additional and more dependable funding for operations and maintenance of existing parks, facilities, and programs.

Option: Earmark 10-15 percent of the states' share of the LWCF for operations and maintenance. This amount would be available, at the applicant's request, for operations and maintenance of fund assisted facilities. The financial assistance would be phased into a specified number of years. (This would require assurance that local budgets would not be reduced in anticipation of federal assistance.)

Option: Increase CETA and other federal manpower funding and modify requirements to: allow hiring qualified maintenance supervisors, additional

maintenance laborers, and qualified operations personnel; and improve funding dependability, simplicity, and timing.

Option: Place greater reliance on user fees to offset operations and maintenance costs.

Option: Establish a companion fund to the LWCF to be used solely for operations and maintenance.

Option: Establish a National Partnership in Parks Program, where the federal government at local request, assumes 80 percent of the capital and operating costs of designated recreation areas. (See proposal as attached to the city of Seattle's July 5th comments, Appendix D.) The option also addresses the need for additional funding for rehabilitation and redevelopment.

***NEED:** To make more efficient use of existing funds for operations and maintenance of existing parks, facilities, and programs.

Option: Give more consideration to ease of operations and maintenance in design of new parks and facilities.

Option: Redevelop existing parks and facilities, where appropriate, to reduce operations and maintenance costs.

Option: Conduct more comprehensive planning for operations and maintenance of all public parks and recreational facilities in a citywide or regional service area, including plans and necessary cooperative agreements for joint operations and maintenance of joint-use parks and facilities.

Option: Hold more workshop sessions with local park and recreation officials to discuss funding problems and solutions.

Option: Examination of federal manpower programs by BOR, Washington State Interagency Committee on Outdoor Recreation (IAC), and parks departments to determine how they can be made more responsive to recreational needs.

Option: Make greater use of college and university students for maintenance supervision and operation of programs.

Option: Make greater use of volunteers for maintenance.

Option: Address operations and maintenance more in the SCORP process, particularly cost sharing in regional parks and facilities.

***NEED:** To obtain additional funding for rehabilitation and redevelopment of existing parks and facilities which are deteriorated, obsolete, or inappropriately designed. This is particularly needed in old, established neighborhoods.

Option: Increase recognition of the need for rehabilitation and redevelopment in the SCORP process and in establishing funding priorities.

Option: Reduce the need for future rehabilitation and redevelopment by providing for possible component changes in original design of parks and facilities.

Option: Expand the use of military personnel (engineer reserve units, etc.) for rehabilitation and reconstruction.

***NEED:** To make general funding programs more responsive to urban recreational needs.

Option: Obtain greater consideration of urban problems and needs in the SCORP process, including a more critical SCORP review by BOR.

Option: Earmark a percentage of the states' share of the LWCF for use in urban areas.

Option: Reduce matching fund requirements (LWCF and state programs) for projects in low-revenue urban jurisdictions.

Option: Establish an Urban Reclamation Fund as a new source of federal financing for urban recreation (see suggested draft legislation for an Urban Reclamation Act at the end of this section).

Option: Make greater use of Highway Trust Fund money to (a) mitigate adverse impacts of freeway construction in urban areas as has been done with Seattle's Freeway Park, and (b) create hiking/biking trails as an alternative transportation method and a recreational activity.

***NEED:** To obtain more cooperation among federal, state, and local recreation agencies for planning and joint development of regional parks and facilities, including regional sports complexes.

Option: Encourage cooperation for regional parks and facilities through the SCORP process.

Option: Increase BOR's role as a facilitator or intermediary in interagency or intergovernmental cooperative ventures.

Option: Provide federal incentive money to encourage interagency or intergovernmental cooperation for parks and facilities where appropriate.

NEED: Better definitions of needs, problems, and opportunities for close-to-home recreation.

Option: Increase requirements for public participation in the formulation of fund assisted recreation projects.

Option: Require local public participation in the SCORP process.

Option: Provide federal or state assistance in determining recreational needs, problems, and opportunities when requested by local governments.

NEED: To simplify the process of funding and applying for federal sources of funds.

Option: Consolidate federal recreation funding programs.

Option: Make greater use of the block grant approach to federal funding assistance.

Option: Provide federal or state assistance to local park and recreation agencies in finding and applying for federal funds.

NEED: To provide neighborhood parks and recreational facilities where deficiencies exist and to relieve the pressure on local parks and facilities caused by organized sports.

Option: Require developers to provide or help finance local parks and facilities.

Option: Make properties repossessed by the Federal Housing Administration available for park development.

Option: Increase requirements for open-space and recreational facilities in federally assisted housing projects.

Option: Develop multineighborhood or regional sports complexes.

Option: Where school/park projects can help meet close-to-home recreational needs, promote the use of LWCF and other federal monies for such projects.

NEED: To maximize public use of existing school lands and facilities for leisure activities.

Option: Encourage more cooperation between parks and recreation departments and school districts for joint use of school properties.

Option: Modify federal programs, if necessary, to allow for funding of after-hours use of school properties.

Option: Change state school funding legislation to provide for multiple use of school properties.

NEED: To continue identification and acquisition of potential recreational lands in and near urban areas (these lands are particularly important in areas with expanding populations).

Option: Emphasize identification, in the SCORP process, of key urban-oriented lands which should be acquired for public recreation, including but not limited to those which have potential for donation or less than fee purchase.

Option: Provide economic incentives to owners of open-space lands to retain areas in their natural state through preferred assessment of property taxes and purchase of development rights.

Option: Develop additional sources of local revenue for land acquisition and purchase of open-space easements through bond propositions.

Option: Develop local trust programs utilizing community business interests, concerned citizens, and philanthropic organizations to establish an operating fund for short-notice acquisitions.

Option: Formulate local zoning ordinances which require adequate dedication of open space as a part of new development proposals.

Option: Encourage incorporation of open-space amenities in new commercial developments and participation of resident business interests in urban beautification endeavors.

NEED: To provide additional indoor recreational facilities.

Option: Amend the LWCF Act to allow funding of appropriate public indoor recreational facilities and to increase the LWCF sufficiently to cover such funding.

Option: Amend the SCORP process to incorporate planning for indoor as well as outdoor recreational opportunities.

NEED: To make park and facility design more responsive to recreational needs and to the goals of park and recreation agencies.

Option: Prepare and disseminate case studies of successful and unsuccessful designs of areas and facilities from the standpoint of such factors as cost effectiveness, amount and type of use, ease of maintenance, user attitudes, and freedom from vandalism.

Option: Encourage the establishment of local park design review boards, and provide technical assistance in design at the state or federal level.

NEED: To improve the availability and usefulness of recreation research, and to conduct additional research on topics of concern to recreation providers.

Option: Enlarge BOR's role as a clearinghouse for information on research. One approach would be a monthly newsletter giving brief descriptions and availability of current recreation studies and research reports.

Option: Enlarge BOR's role as liaison among recreation research agencies and recreation suppliers in order to increase the usefulness of research programs.

Option: Encourage more inhouse research by federal and state agencies.

Option: Increase federal and state commissioning of research projects.

NEED: To improve the public information capabilities of local recreation agencies.

Option: Amend U.S. postal regulations to allow use of cheaper nonprofit rates for distribution of information on public recreational opportunities.

NEED: To provide for the appropriate recreational use of nationally significant historic, natural and cultural resources.

Option: Establish or designate certain water areas, shoreline segments, uplands, and contiguous resources as a national recreation area (see Summary of Open-Space Analysis).

URBAN RECLAMATION ACT

(Suggested by Robert Wilder, State Liaison Officer, State of Washington)

Whereas, the Urban Recreation Study conducted at the request of Congress, and conducted by the Bureau of Outdoor Recreation of the Department of the Interior, recognizes the severity of recreation and leisure time needs of the urban populations of this nation;

Whereas, the financial resources of the states and local governmental entities are inadequate to meet such critical urban needs;

Whereas, the vitality, livability, health, and well being of the urban populations of the cities of the nation are in jeopardy;

Whereas, the energy crisis is continuing to amplify the problems of the urban population;

Therefore, it be resolved that _____ does herein urge that the park and recreation problems of the urban populations be immediately addressed through the creation of an "Urban Reclamation Fund" dedicated to (1) reclaiming, renovating, upgrading, recycling, and developing recreation areas and facilities within the urban areas of our nation; (2) encourage adequate levels of maintenance; (3) redirect demand and use pressures from key natural resource areas; (4) encourage energy conservation by the recreationist; and (5) to complement the existing Land and Water Conservation Fund Program.

Secondly, whereas the Bureau of Outdoor Recreation (BOR), has had outstanding success in this program, is organized to administer such a fund, is charged with the responsibility to prepare a nationwide recreation plan, and is responsible for the coordination of programs and services dealing with recreation through the states.

Therefore, be it herein resolved that the Bureau of Outdoor Recreation (BOR) be charged with the management and coordination of the Urban Reclamation Funds through the states to the urban population via local governmental entities, and where appropriate, through Federal agencies that can contribute to the alleviation of urban recreation problems as expressed in this document and its intent.

Thirdly, whereas the energy crisis has amplified the urban recreation problems, and

Whereas, government should take the lead in encouraging alternatives to energy consumption by providing facilities closer to where the people live,

Therefore, it is herein proposed that a tax on gasoline be imposed to fund the Urban Reclamation Fund . . . said funds to be used for development, re-development, recycling, and reclaiming of urban parks, playgrounds, playfields, athletic complexes, and related recreation facilities, where the people are located. The thrust being to upgrade the livability, vitality, solidarity, and quality of life within the urban areas. Said financial assistance should encourage the increasing of area carrying capacity, reduction of operation and maintenance costs, and increasing the availability of effective acres. Included therein should also be funding to complement maintenance and operational costs of funded areas on a percentage basis and for a limited duration in order to encourage adequate maintenance levels at all recreation areas and facilities.

Whereas, the problem is most critical and worsening every day, we herein urge prompt action on the part of the Congressional leaders of our nation.



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To gain a perspective on the recreational systems of the jurisdictions studied in the Everett/Seattle/Tacoma SCSA, and of the various accomplishments and problems related to them, several facets of urban recreation were studied. These categories included administration and organization; parks and recreation financing; user considerations; planning, research, and education; availability and adequacy of parks and recreational resources; and planned and potential expansion. Data and perspectives on each of these facets were gathered and evaluated to formulate as complete a picture as possible of urban recreation in the SCSA. The results of these analyses are given in the following sections.

ADMINISTRATION AND ORGANIZATION

JURISDICTIONAL AND NEIGHBORHOOD PERSPECTIVES

Federal, State, and County Responsibilities

Most study area jurisdictions see a need for increased coordination at the city/county level and feel a great deal of reluctance to directly involve the federal government in operations and maintenance of local facilities. The jurisdictions did see increased funding by the federal government for special-purpose facilities as desirable. Seattle and the Tacoma Metropolitan Park District have the only facilities which draw from a regional service area beyond county boundaries. Examples of such facilities are the zoo, Discovery Park, and the aquarium in Seattle, and Northwest Trek in Tacoma. Each of the jurisdictions has some facilities which serve more than the city residents alone.

The need for a regional coordination effort, especially for large athletic facilities and unique attractions, has led to some increase in cooperative agreements, but the majority of the operating burden is still left on the individual cities. An ongoing study in King County and Seattle is currently evaluating the need for regional services in parks and recreation in order to more equitably and efficiently apportion costs and improve delivery. The study, not yet completed, will reportedly recommend a governmental reorganization, including a regional park authority as part of the expanded regional government.

Each of the jurisdictions feels that its parks system should remain its own without interference from others, except for special cases. However, additional outside funding resources would be welcomed. Exceptions to this continued management authority are the zoo and aquarium in Seattle. A case for operation by private societies might be made for those facilities. State park status for Discovery Park might be feasible, given the state's expertise in natural and interpretive parks. King County and Seattle have recently constructed a joint-use facility for athletics at the Fort Dent Athletic Complex.

Commercial Recreational Opportunities

Commercial recreational opportunities within the study area are limited. The commercial enterprises seem to concentrate on highly-skilled and expensive activities — tennis, boating, and equestrian activities — and in such activities as bowling and roller/ice-skating which have proved economically feasible because of their popularity. The Seattle area is very well supplied with professional sports — football, baseball, tennis, soccer, and basketball. Winter sports are also highly popular commercial ventures since they are near the urban population.

There seems to be little conflict between public and commercial providers, since the profit motive tends to keep the commercial ventures in areas other than the facilities and programs provided by the public agencies. The study jurisdictions have made limited use of concessionaires to run some of the more expensive facilities, such as boat marinas and golf courses, but, except in Seattle and Kirkland, such ventures are not common. The most common form of commercial recreation in the study area is in water-oriented facilities. The potential for joint public/private development of additional launching and moorage facilities is great. The public agencies are unable, and to a certain extent, unwilling to develop such costly facilities alone, since the facilities tend to draw from beyond the political boundaries of any one entity.

Cooperation Between Public Agencies and Private, Nonprofit Groups

With the exception of Seattle, the study jurisdictions have not developed any substantial program for cooperation between the private, nonprofit sector and the public agency. This is due somewhat to a lack of funds for staff to negotiate and arrange joint-use programs. All four study jurisdictions allow use of their facilities by private, nonprofit groups, and in Seattle, such groups do the majority of organization and coaching work for athletic teams. In Kirkland, the city's recreation program is supplemented by private, nonprofit groups so that the city department does not offer much programming in such areas as arts and crafts, drama, and dance. Within Seattle, the city increases recreational opportunities by working with special interest groups at such facilities as the Seattle Art Museum and the PONCHO Theater. One city-owned community center is now being operated by the Lions Club on a lease basis. All four jurisdictions recognize the possibilities of expanding such cooperation and are willing to work with such groups to the extent possible, given staff and money limitations.

Multiple Use of Public Facilities

All four of the study jurisdictions make use of school facilities to extend recreational opportunities. In Kirkland, for instance, all classes and indoor sports activities take place in the schools, since the city has no recreation centers or interior program space. The new senior center will provide some indoor space. The Everett school district uses the schools for a community school program that offers various evening classes for adults. A similar program was widely available in Seattle until the last few years, but the loss of CETA funding forced its cancellation in all but three schools. The

Everett Parks and Recreation Department has an agreement with the school district, called the School Parks Program, whereby the department schedules after-hours use of school gymnasiums and ball fields.

The financial situation of the school systems in the state of Washington is a limitation to joint use. Under state law, school districts seeking special levy funding must go back for voter approval each year. This leads to uncertainty, and in some cases, failure of the levy results in a reduction in the school budget which precludes the opening of schools for after-hour uses. Even if the levies pass, this system of financing tends to keep the school budgets to a minimum for outside activities. Unless the respective parks and recreation departments can provide funds to rent school facilities, the schools cannot be used for recreational activities. The severity of this problem varies within the study area, but the desire for increased school use was cited by all groups interviewed.

Multiple use of public facilities other than schools is not wide-spread in the study area. The Tacoma Metropolitan Park District and Pierce County jointly own a stadium which is currently leased to a minor league baseball team, but it is also used for some public recreational activities. The Everett Parks and Recreation Department recently held a sports festival that used various facilities including a local yacht club and Elks Club, private bowling alleys, a YMCA, a community college, and a city street. The Kirkland Parks and Recreation Department operates mini-parks on city land which is not traditionally recreation space. Seattle makes recreational use of some municipal water lands, and the city has developed a park on leased air rights over a freeway. For one Sunday each year, the department arranges for bicycle use of the express lanes on the local freeway. Additional public lands, such as utility rights-of-way, could be used for recreational activities, but the demand is not yet sufficient to cause the city to actively pursue such uses.

Seattle, Everett, and Tacoma have port districts which control much of their waterfront area. Coordination between the respective city and its port district offers significant opportunities to increase recreational access to the shorelines. While the agencies have in the past negotiated agreements for specific projects, the conflicting purposes of agencies tend to reduce such opportunities. Since water access is one of the most cited desires of area residents, greater efforts are warranted.

Coordination of Federal Agencies and Programs

The three smaller jurisdictions have made use of several federal grant programs, such as LWCF and CDBG funds, but they have made little effort to coordinate with other agencies whose programs are not so highly visible. All four study jurisdictions make use of the U.S. Department of Labor's CETA program for staffing. Seattle has been more successful in working with federal agencies to use federal resources within the city. The Corps of Engineers and Seattle are cooperatively developing public recreational facilities at the Chittenden Locks on the Lake Washington Ship Canal which are operated by the Corps. Visitor facilities on the federal property are provided, and the Corps

has given the city a \$593,877 grant for a park now under development on city property along the canal. The Federal Surplus Property program has been very successful in Seattle, resulting in a transfer to the city of former Army property at Fort Lawton and former Navy property at Sand Point for park uses. Numerous projects have been completed using the CDBG program.

It is the opinion of local administrators that other federal programs could be used for recreation if the administering agency would place a higher priority on recreational needs. Seattle especially feels that a strong directive from the Congress is needed to encourage recreational funding from agencies such as the U.S. Departments of Housing and Urban Development; Labor; and Health, Education, and Welfare. Investigation of new federal programs to help cities operate and manage their systems may be warranted.

Although each of the study jurisdictions has received grants from the LWCF program, there has not been a great deal of assistance within the central cities. The two most populated counties in the state — Pierce and King — received only 3.57 percent and 26.18 percent of the federal funds available from 1965 to 1976, even though they contain 11.83 percent and 32.86 percent of the population. Within King County, the central cities did not receive the majority of the funds. For instance, Seattle received only \$384,000 of the \$5,511,000 allocated to King County during the period from 1965 to 1976. This may partially reflect the availability of the HUD Open Space Program in early years.

Coordination of Acquisition and Development

The roles of the federal, state, and local governments in coordinating recreation across political boundaries is receiving much attention in the Seattle/Everett/Tacoma area. The rising costs of acquisition especially make it imperative that the jurisdictions cooperate in order to meet need, particularly in regional facilities and in waterfront acquisitions. This area is seen as one where federal help, either direct or indirect, would be of great benefit.

For the most part, the jurisdictions see the role of the federal and state governments as providing money and policy direction rather than actual operation within the urban area. The federal government is called upon to require greater coordinated regional efforts in its grant programs and planning assistance. For instance, greater regional direction could be instituted through federal requirements imposed on SCORPs. The state plans could be strengthened by including regional park usage studies and by requiring that urban areas receive a proportionate share of funds, and that institutional changes in government be investigated. This would help to achieve a more balanced allocation of the LWCF program within the state of Washington. Seattle especially sees a need for some form of regional government to more effectively and efficiently serve the citizens. The federal government could encourage such a study by providing funds. Several bills introduced before the state legislature to increase the state role in provision of recreation did not pass this session. One bill required a more balanced expenditure of monies administered by the IAC between the urban areas and the rest of the state as part of the conditions for a new bond issue. Another bill required increased priority for state parks within and adjacent to urban areas.

ADMINISTRATIVE STRUCTURE

Possibilities for Organizational Changes

The King County-Seattle-METRO study, discussed under Jurisdictional and Neighborhood Perspectives, is an attempt by the administrations of those three agencies to reduce the competition for financial support and to more effectively provide necessary services.

The costs of governing are increasing at a far more rapid pace than the available revenues, and at the same time citizens are demanding increased services. Reorganization to include a regional park authority as part of an expanded county government is expected to be one of the recommendations of the above study. Even though Seattle is eager to obtain help to manage its regionally attractive facilities, such as the zoo, the aquarium, and the large regional parks, it is somewhat reluctant to relinquish these elements because such a loss may reduce its ability to attract support. The changes in authority and influence recommended in the study may prove to be politically unacceptable. The opponents and proponents of the realignment foresee several years of additional negotiation prior to any final action.

The administrative structure within Everett could possibly be improved by returning the responsibility for the senior center to the parks and recreation department. Responsibility for the center was recently placed under the Mayor's Chief Administrative Assistant. A new senior center building, soon to be constructed, will likely receive heavy daytime use, but only limited evening use by senior citizens. The building could be used more completely during the evenings for public classes and programs, but in order to do this, the department may have to pay a fee. If the center were under the department's jurisdiction, greater administrative efficiency could be achieved and the fee would be unnecessary.

Special-Purpose Park and Recreation Agencies

The study area includes the only metropolitan park district in Washington -- the Tacoma Metropolitan Park District. Created in 1907 as a result of state legislation, the Metropolitan Park District was able to use available property millage not earmarked for other purposes. Competing demands of other special districts, cities, and counties, finally eliminated this source in 1962, and the district had to rely upon city funds from Tacoma. This has reduced the efficiency of the district since it has no formal claim upon the city and traditionally receives only minimal funding.

For this and other reasons, creation of regional park agencies is a much debated question within the study area. Such agencies do not seem to be necessary or desirable in Everett and Kirkland, particularly if coordination of existing jurisdictions on waterfront acquisition and large athletic complexes improves. However, the Seattle/King County area is actively investigating creation of a regional park authority within an expanded county government. One prerequisite would be the establishment of a designated fund source to assure that the authority could rely on a certain amount to operate and maintain its system. The regional authority would include both the existing county parks and the large or unique city parks and recreation areas within King County. Programming and operations and maintenance of the rest of the city systems would remain the responsibility of the individual cities.

PERSONNEL

The study jurisdictions do not seem to have much difficulty locating and hiring qualified personnel for their programs. Rather, the cities lack sufficient budgets to enable them to hire enough people to fill their needs. To compensate, all four study jurisdictions have made heavy use of the federal job programs such as the CETA, the Summer Youth Program, and the Recreational Support Program. Personnel from these programs have been used to provide staff that departments would be unable to offer due to the reductions or lack of increases in regularly appropriated funds.

Use of the federal job programs has presented problems to the park and recreation professionals. The regulations restrict who is hired, for how long, and what the rate of pay may be. The short duration of the appointments and the uncertainty over next year's funding make it difficult to get any program organized and self-sustaining before the funds expire. The eligible people are normally not trained in the fields of parks or recreation, so they require more supervision. Often cities have not participated in the program since they do not have the funds to hire more supervisors.

The parks and recreation departments must compete against other city agencies to obtain positions from federal job programs. Since many other city services are also being cut, demands for CETA funds, especially, are many. The parks and recreation departments all feel that the CETA program employees make a significant contribution to their program, allowing the cities to continue to operate areas and facilities which might otherwise have to be curtailed. There is a strong reluctance to initiate new programs using CETA fund personnel, since the new programs may have to be discontinued the following year if CETA positions are not funded.

Modification of the federal employment programs would seem to offer a solution to some of the problems of the park and recreation programs. Since public employment appears to be a method which will continue to be used by the federal government to combat unemployment and inflation, the flexibility to use the programs differently in individual areas would allow the cities to work on two problems at once - unemployment and loss of regular staff budgets. Several changes were recommended for consideration by the study jurisdictions. These include:

- Remove the limit on salaries which may be paid, since the cost of living variances among cities makes this impractical.

- Allow the city to do the hiring without imposed target areas.

- Remove the limitation on length of employment.

- Establish regular times for funding allotments to recipients.

PARKS AND RECREATION FINANCING

RELATIONSHIP OF RECREATION BUDGET TO TOTAL JURISDICTION BUDGET

The following discussion compares money spent for recreation in 1973 in each of the four study jurisdictions to the total jurisdiction budget for each area. In Seattle, the budget for the Parks and Recreation Department was \$13,332,196, while the total city budget was \$107,098,454. These figures do not include capital improvement money made available from the Forward Thrust Bond program and the CDBG which, if included, would make the total for recreation \$32,553,622 and the total city budget \$126,379,454. (Additional recreational services provided by the Seattle Center and the Seattle Art Commission are not included in the recreation budget.) The money spent by the Tacoma Metropolitan District was \$2,177,035, while the total city budget was \$131,000,000. In Tacoma, money was spent by other city agencies for recreation, which would make the total recreation expenditure \$3,351,015; this does not affect the city's total budget figure. In Everett, the recreation budget is separate from that for capital investment and together they total \$1,600,910. The total city budget was \$21,054,426. The city of Kirkland's budget for recreation was \$237,125, and the total city budget was \$2,667,478.

When all four jurisdictions were combined, the total amount spent for recreation, not including capital improvement expenditure in Seattle, was \$17,287,692, while the total budget for all four cities was \$261,994,526. Since the total population of the four study jurisdictions is 754,109, this makes the per capita expenditure by the jurisdictions

for recreation \$22.92 and the amount for other city services \$347.42. The recreation budget from all four jurisdictions is 6.6 percent of the total budgets for the four areas.

The recreation percentage of the budget in the four areas ranges from a low of 2.55 percent in Tacoma to a high of 12.3 percent in Seattle. The other two jurisdictions are in a medium range of 7.6 percent in Everett and 8.8 percent in Kirkland.

The following areas were studied by the National Park Service as part of the overall study report. They show what jurisdictions of similar size and population spend on their recreation budgets as compared with the four cities that were studied in depth.

BUDGET COMPARISONS

<u>Jurisdiction</u>	<u>Recreation Budget</u>
City of Auburn	\$ 328,000
City of Bellevue	1,222,792
City of Edmonds	698,171
City of Kent	1,154,986
City of Mountlake Terrace	1,170,000
City of Redmond	250,000
City of Renton	791,019
King County	4,604,891
Pierce County	3,274,500
Snohomish County	1,209,489

The per capita public expenditure on recreation as compared to per capita money spent for other community services which include such services as fire and police protection, transportation, and electricity are:

Seattle: \$27.37 for recreation and \$192.50 for other services. These figures for Seattle do not show money that is used for capital improvements.

Tacoma: \$14.39 for recreation and \$851.52 for other services. In Tacoma, there are monies available from additional sources for recreation. These include Community Development, revenue sharing, CETA, and miscellaneous money for acquisition, which makes the total for recreation \$22.15.

Everett: \$33.10 for recreation and \$402.17 for other services.

Kirkland: \$14.68 for recreation and \$150.48 for other services.

RECREATION INCOME

Sources of income such as federal and state grants, local taxes, user fees, and donations vary considerably. Seattle received 2.6 percent, Everett 20.3 percent, and Kirkland 13 percent of their budgets from federal sources in 1976. The Metropolitan Park District of Tacoma filed several applications but did not receive any money from either federal or state grants. However, other city agencies did receive federal monies which were spent for recreation.

Seattle was the only city that received any money from local taxes — 31 percent of Seattle's budget came from earmarked shares of the General Business and Occupation Tax, the Utility Business and Occupation Tax, and license fees. There was a substantial amount of money received in user fees. Seattle received 8.9 percent, Kirkland 17 percent, and Tacoma and Everett received 24 and 25 percent, respectively. Everett received 5 percent of its budget from donations and 30 percent from revenue bonds. Concession fees in two of the areas were a source of income. In Seattle, the fees totaled 2.4 percent and in Tacoma, 3 percent. By far, the largest source of funds in each jurisdiction was general appropriations from the local government, with a range from 31 percent in Everett and 54 percent in Seattle (excludes earmarked revenue), to 70 percent in Kirkland and 73 percent in Tacoma.

The majority of the budgets are received on a yearly basis. The predictability of when funds will be available is different in each area, but generally, the sources of funds that present problems to most jurisdictions are the federal programs which vary widely from year to year in timing as well as amount.

Funds from federal programs used for recreation included money from CDBG, revenue sharing, Summer Youth Employment, Summer Youth Recreation Program, and CETA. The amount of money received per capita was as follows: Seattle — \$4.82; Everett — \$6.71; Tacoma — \$5.35; and Kirkland — \$1.96.

There is no one specific agency in the jurisdictions that has the responsibility of administering money received from federal programs. In Seattle, money received from the CETA program is distributed through the city personnel office. The money that is received through CDBG is distributed through the Office of Community Development, and money from revenue sharing and the Summer Youth Employment Program is distributed through the Department of Human Resources. When money is received by these departments, the parks and recreation department is then reimbursed.

In Everett, CETA money is administered by the city personnel office, and revenue sharing funds are administered by the city administration office. King County-Snohomish Manpower Consortium are received by the parks and recreation department. Money received in Kirkland from CETA and CDBG is distributed through the Office of Community Development. In Tacoma, federal money received was administered through the Office of Community Development, except money from revenue sharing, which was handled through the general city fund. In each of the four jurisdictions, the agency which administers the federal program is a regular department of each city government.

RECREATION EXPENDITURES

In comparing the recreation budgets for the four jurisdictions, starting with money for operations and maintenance, Seattle spent \$7,128,559 (excludes the zoo and aquarium), Everett spent \$878,582, Kirkland spent \$237,125, and the Tacoma Metropolitan Park District spent \$2,555,076. This total in Tacoma included \$528,963 which was spent on Northwest Trek, a large park under the jurisdiction of the Metropolitan Park District, but located 35 miles from Tacoma. In comparing money spent for programs, Seattle's expenditures were \$3,426,178 (excludes the zoo and aquarium) and Tacoma's were \$268,829. In Everett, the expenditure for programs is included in its operation and maintenance budget. Kirkland's recreation programs are largely fee supported; only very nominal city expenditures were made in this area.

Planning and training functions received the least amount of money in each jurisdiction. In Seattle, \$75,000 was spent for planning staff. Tacoma did not spend any funds for either planning or training. In Kirkland, the planning activities are carried out as part of the ongoing duties and responsibilities of department employees. In Everett, the training budget was \$745 spent for attendance at conferences and meetings; \$6,000 in CETA funds was used for a planner's salary during part of the year. These were not included in the budget of the department and were withdrawn by the personnel department.

Distribution of capital budget expenditures among acquisition, development, and rehabilitation varies among the study jurisdictions depending upon the relative age of the system of parks.

About \$423,000 was spent for acquisition in Seattle. In Tacoma, the park district spent \$11,688, while other city agencies spent an additional \$312,744 for miscellaneous recreation acquisition. In Everett, the acquisition budget in 1976 was \$80,000 which was the value of donated land. Kirkland voters approved \$1.3 million in municipal bonds for recreation, of which \$1,050,000 will be used for acquisition, but the 1976 budget contained no capital investment money.

As with acquisition, money for new development is different in each jurisdiction. Seattle spent \$14,727,000 for development from the Forward Thrust Bond program and CDBG funds in 1976. In Tacoma, development money was contained in the regular budget, and the

park district spent \$109,741. As in Tacoma, the development money in Everett was made available in the general budget and totaled \$621,828. No money for new development in Kirkland was contained in the 1976 budget.

Funds for rehabilitation of existing facilities were the least of the three capital investment categories. Seattle spent \$4,131,000, Tacoma spent \$55,547, and Everett spent \$20,500. Kirkland had no money budgeted for rehabilitation in 1976.

The major federal funding source for recreation is usually considered to be the LWCF program. During 1976, none of the four jurisdictions studied received grants from the LWCF program. Instead, the major sources of recreation income came from other federal programs whose major purpose is not recreation (see following table). These programs have been instrumental in enabling the parks and recreation departments to meet the demand for programs and services. Use of these programs causes administrative problems in some instances, but they appear to be meeting the needs of the sample jurisdictions studied more fully than the LWCF. This was discussed in the Administration and Organization section.

USE OF FEDERAL FUNDS BY FEDERAL PROGRAM

Federal Program	Amount
Everett	
Revenue Sharing	\$ 302,634
Summer Youth Recreation Program	21,902
Seattle	
CDBG	\$1,086,000
Summer Youth Recreation Program	14,000
Summer Youth Employment Program	340,000
CETA	530,000
Corps of Engineers	593,877
Tacoma (all city agencies)	
CDBG	\$ 622,848
Revenue Sharing	83,584
CETA	118,904
Kirkland	
CDBG	\$ 10,000
CETA	20,000

Areas of Critical Expenditures

With the exception of Kirkland, the main area of critical concern in the study area was money for operations of ongoing programs and maintenance of park facilities. While the specific priorities varied, recent budget restrictions in all jurisdictions have reduced the staff available to maintain the facilities and to provide programs. In Kirkland, the department is faced with the additional problem of providing services to citizens from outside the town. This is a small city of approximately 15,000 people which has a suburban area of an additional 15,000 people using facilities that were originally designed to serve only the city residents. Interjurisdictional use is especially prevalent in the area of team sports and in the provision of waterfront access for all four jurisdictions.

In Seattle, one critical area is the lack of funds for renovation and redevelopment of older facilities to meet current needs. Major maintenance improvements, such as roofing and irrigation systems, to allow more efficient operation of existing park systems is a concern as well.

Alternatives to Increased Funding

Each jurisdiction uses a different combination of alternatives to maintain services even though funds are lacking. In Seattle, where alternatives are most developed, the maintenance techniques have become much more mechanized, and the programming in individual centers is done by department staff with considerable input from citizen advisory groups. The central functions of the department are under a new systems management program. The city has 19 contracts with local nonprofit neighborhood groups to maintain 32 small sites throughout the city. This does not involve much direct savings to the city since the groups are paid, but it is felt that long-term benefits in attitude and use are gained.

Seattle is currently conducting an experiment to see if citizen advisory groups could assume responsibility for operations and maintenance of the special arts studios. Four art studios have been operating under this concept for 4 months, but results are inconclusive. Hours of operation have been reduced and admission fees have been imposed at formerly free facilities.

The alternatives used by the Tacoma Metropolitan Park District are perhaps the most drastic. The first step is to trim the program areas to save funding. If this does not sufficiently reduce the need for funds, then the program is dropped entirely. In Everett, the department has negotiated with the Greater Everett Athletic Association which will assess its membership to provide funds to hire staff to help with the maintenance of softball fields. In Kirkland, the parks department works closely with the school district and utilizes the district's school facilities to provide indoor programs and gymnasium space, since the parks department has none of its own.

USER CONSIDERATIONS

RECREATIONAL PROGRAM OPPORTUNITIES

Program Variety and Spatial Distribution

Seattle: The Seattle Department of Parks and Recreation offers recreational programs through the city's 23 community centers, which are within 1 to 2 miles of their residents. Four performing and visual arts studios offer instruction in drama, dance, art, and music, and attract people citywide. Programs at the community centers vary according to local interests and include sports, swimming, dance, arts and crafts, performing arts, outdoor education, personal improvement, and hobbies. Some communities favor sports programs and others emphasize arts and crafts or dance programs. Citywide, there has been a fairly even balance between sports activities and arts and crafts programs.

Many public schools in Seattle do not have playfields, and league sports commonly take place on parks department-owned fields. In previous years the department has operated a summer playground program, but presently no city funds are available for this purpose. Some of the community centers are attempting to fund a program independently.

The Seattle school district previously operated a community schools program using public schools for evening courses, but the program was discontinued in all but three schools for lack of money.

Additional recreational programs are provided by service groups, such as the YMCA and YWCA, Boys' Clubs, the Salvation Army's Red Shield program, Boy Scouts, and Girl Scouts. Adult education and arts and crafts programs are also available through the University of Washington, several community colleges, and private art and dance schools.

Tacoma: Arts and crafts and adult education programs are provided by the Tacoma Metropolitan Park District at four community centers. Since the centers are

much fewer proportionally than in Seattle, the spatial distribution of programs is correspondingly less adequate. A variety of sports, swimming, arts and crafts, hobby, and personal skills classes is available.

The park district also provides summer programs at the city's 31 playgrounds. Spatial distribution is good in some areas but inadequate in others. Various playground programs are supervised by part-time summer help. In addition, two park district handicraft instructors travel to each playground during the summer to hold informal outdoor classes.

League sports programs, particularly softball, are very popular in Tacoma, and they greatly outweigh arts and crafts programs in number of participants. Interest in soccer is much less than softball, but it is increasing rapidly. League sports are largely dependent on park district playfields, which are adjacent to most of the city's 31 playgrounds so spatial distribution of facilities is not a significant problem.

Public recreational opportunities in Tacoma are supplemented by programs offered by four Boys' Clubs, the YMCA, YWCA, Boy Scouts, Girl Scouts, Camp Fire Girls, Inc., and churches. These programs provide a valuable public service but their impact is less than the sports and arts and crafts programs based on park district facilities.

Everett: The Everett Parks and Recreation Department's 1977 schedule lists 63 programs. These programs are held at various locations, such as the three department-owned meeting halls, a new municipal swimming pool, schools, and the Everett senior center.

These programs are citywide, and most people have to travel outside their neighborhoods to participate in them. The three major program groupings are sports and athletics, aquatic activities, and general recreation.

General recreation is further divided into creative activities: cuisine, adult arts and crafts, adult performing arts, youth activities, workshops, outdoor classes, and trips and tours. Program content is governed by public demand. The department also coordinates after-hours use of school gymnasiums and playfields through an agreement with the Everett school district. City emphasis has been on providing facilities for sports programs, and the department's current director is working to achieve a better balance between sports and arts and crafts.

Complementing the department's programs are those of the Everett school district's community schools program. Classes are free, are taught by volunteer instructors, and are held during evenings in all but two of Everett's elementary schools. Subject content is determined by local interest and includes arts and crafts, sports, hobbies, and practical skills. The program is coordinated with the parks and recreation department to avoid competition and duplication.

The Everett Boys' Club, located in a low-income neighborhood with a large public housing development, operates a strong sports program for boys. Arts and crafts and outdoor activities are also offered but receive less emphasis than sports. The club's staff does considerable informal counseling in working with the boys having social adjustment problems. Boys travel citywide to participate in club activities, but proximity favors those from nearby low-income families; this was intentional and a factor in the club's location.

Other nonprofit organizations and agencies offering recreational programs in Everett include Everett Community College (which provides a variety of adult education courses), the YMCA, Boy Scouts and other youth groups, and churches.

Kirkland: Since the Kirkland Parks Department has a small staff, its program emphasis is on sports and a senior center rather than on arts and crafts. Sports are largely held in school gymnasiums, playfields, and city parks; the parks department does not operate a community center or other indoor facilities. Spatial distribution of recreational programs is not a problem because of Kirkland's small area (6.6 square miles) and high resident mobility.

Arts and crafts programs are provided mainly by two privately operated arts leagues. The programs draw people from surrounding communities as well as from Kirkland. Unlike Everett, the school district does not operate a community schools program, but some arts and crafts classes are offered through the public schools. Nearby Bellevue Community College provides additional adult education opportunities.

Kirkland residents support a scouting program but rely on nearby cities such as Bellevue for YMCA, YWCA, and Boys' Club programs. In general, residents have less program variety provided locally than residents of larger cities in the study area and must travel farther for some activities.

Successful and Unsuccessful Programs

Active sports, particularly softball, baseball, and soccer, draw more participants throughout the study area during the summer than more passive programs such as arts and crafts. Softball is appealing because nearly anyone can play; women's and mixed teams are gaining in popularity. Soccer is acquiring a rapidly increasing number of devotees and, in time, could catch up to softball. The Little League program is still strong, but has declined in some areas because of allegations that competition is over-emphasized.

Summer playground programs have been conducted in past years by park agencies in Seattle and Everett and have been well received. They have been largely discontinued, however, because of budget restrictions; when money is tight, spending emphasis is on operating

expensive facilities, those that produce revenue, and on highly visible programs such as sports. The Metropolitan Park District of Tacoma still operates a summer playground program, reflecting a difference in spending priorities among cities in the study area. Kirkland also conducts a summer playground program.

A successful summer mobile program using buses for games and arts and crafts programs has been in operation in Everett. Tacoma is considering a similar program. In Seattle, however, mobile programs were tried and found to be unsuccessful. The reason appears to be competition from similar kinds of opportunities offered through the community centers. Insufficient public interest, coupled with administrative problems in scheduling and funding, have led to a decision to drop the program in Seattle.

Swimming programs are highly successful in most areas. Basketball programs that use school gymnasiums after hours have been very successful. Tennis remains strong in popularity, along with a host of other active recreational pursuits, such as biking, hiking, backpacking, skiing, kayaking, dance programs, handball, and many more. The trend seems to be for increased interest in active recreation — indoor and outdoor — and programs to facilitate these activities are generally successful.

Although public interest is greatest in sports and other physical activities, creative and academic pursuits also have a very strong following. Arts and crafts programs put on by parks and recreation agencies in Seattle, Tacoma, and Everett have been successful.

The Everett school district operates a community schools program which offers free evening classes taught by volunteer instructors. Two schools do not participate; these are in low-income neighborhoods with a highly transient population where public interest has not been sufficient to support the program. The situation in one of these two neighborhoods could change as a result of recently increased interest in community affairs brought on by creation of a community service league. This volunteer citizen organization was formed to work with the city in solving a neighborhood park problem (see the Garfield Neighborhood Service Analysis), and has achieved a side benefit of stimulating communication among residents on other problems as well.

The key to the success of Everett's community schools program lies chiefly in the use of three coordinators, funded by CETA, who work closely with local residents to determine what kind of instruction is desired and to arrange for volunteer instructors and prepare schedules. The program is thought to have increased voter approval of school levies in Everett.

In Tacoma, the school district introduced classes in acrylic painting and jewelry design, but the program was dropped for lack of public interest. The reason for the disinterest is thought to be competition from similar programs held through the Tacoma Metropolitan Park District.

Programs for Special Groups

Senior Citizens: The special group receiving the greatest emphasis in facilities and programs within the SCSA is the elderly. In Seattle, senior citizens programs are conducted partially through nine senior centers which are funded and operated primarily by public service organizations. These provide recreational programs and some health, nutrition, and legal aid services. The parks and recreation department provides additional opportunities through SPICE (School Program Involving our City's Elderly), which uses school facilities for recreational activities and also for hot meals and health clinics. SPICE funds come from the city's HUD block grant.

The parks and recreation department also plans to renovate many of Seattle's older parks to better provide for elderly and the handicapped. Most of the department's 23 community centers offer activities for senior citizens -- many participate in sports and other programs open to the general public. Senior programs are handled through a special staff unit in the department.

Tacoma was one of the first cities in Washington to offer special programs for senior citizens. Operation of senior citizen centers in Tacoma is shared by the Metropolitan Park District, the Department of Human Development, and the Tacoma Housing Authority -- a complication arising from the diverse impacts of various funding sources over the years. There are seven centers that operate from 1 to 5 days a week. The programs offered include social activities, educational classes, information assistance, and trips and outings.

The city and the Everett Housing Authority provide recreational programs for the elderly in Everett. The Everett senior center was formerly under the parks and recreation department but was moved recently to a position directly under the Mayor's Chief Administrative Assistant. A new building is planned for construction in 1977. Programs available to Everett's elderly are similar in content to those in Tacoma.

The Kirkland Parks Department's senior center emphasizes health, nutrition, outreach, and social service programs. In 1976, city voters approved a \$1.62 million bond issue. Of this, \$250,000 are for a multipurpose center for senior citizens.

Ethnic Groups: The largest ethnic population within the study area is in Seattle. The proportion of black and other minorities has risen from 8 percent in 1960 to 15 percent in 1976. In 1976, Seattle had 43,284 blacks, 26,540 Asians, 4,740 American Indians, and 2,180 others (figures from the Seattle Office of Policy Planning).

Spanish-speaking people in the study area are increasing. In 1976, they comprised 1.7 percent of the population of Seattle and 2.2 percent in Tacoma (data from the Washington State Employment Security Department).

The greatest concentration of Seattle's ethnic population, particularly blacks, lives in the central area. This area has been well provided for in recreational facilities and programs through the Model Cities program and poverty programs. This area has four community centers and a large, modern swimming pool, which has resulted in a feeling of being left out among some lower-income white neighborhoods.

For the most part, special needs of ethnic groups in Seattle are met at the neighborhood level through the community centers. Programming at the centers reflects the desires of local residents, including ethnic groups. Additional recreational and cultural opportunities are available to organized ethnic groups who use city parks and facilities for special programs. These groups include the Chinese Neighborhood Association, the Filipino Youth Association, the Central Area Youth Association (supported by United Way), and the Central Area Motivation Center. The Central Area Motivation Center is a multiservice center which offers environmental and arts and crafts programs, including Black Arts West and the Black Academy of Music. Support for the center comes from federal funds, the Model Cities program, and private contributions.

Programs at the four central area community centers tend to be heavily sports oriented but also include classes in arts and crafts, dance, personal skills, and ethnic culture. Examples of the latter are classes in African culture and drumming, black woman awareness, and a black film series.

The city's Asian population lives mostly in southeast Seattle, which also includes many blacks and other ethnic groups. Community centers tend to be more arts and crafts oriented than those in the central area. Classes that have special ethnic interest include Chinese cooking, Kung Fu, Tai Chi (Chinese exercise movements), Tole painting (Scandinavian art form), and corn rolling (African hairstyling). An Indian Center operates a recreational education program for Indian youth, ages 13-23.

Although Seattle's American Indian population is relatively small compared to blacks and Asians, the city is becoming a national cultural center for native Americans due to the efforts of the United Indians of All Tribes Foundation (UIATF).

The foundation recently completed the Daybreak Star Arts Center, the first element of a planned complex of facilities. The \$1.25 million building houses a variety of native American educational, cultural, and arts and crafts programs, and a wealth of native art and murals.

Completion of the Daybreak Star Arts Center represents a remarkable success story. Despite the many obstacles, a small group of native Americans has learned to cope

with federal, state, and local funding sources, to promote contributions from the private sector, and to see a major project through to completion. Previous and planned media coverage will focus national attention on the effort, and it will likely become a model for action by other native American groups.

In summary, no severe shortages in programming to meet the special needs of ethnic groups in Seattle were encountered. The city's network of 23 community centers offers programs which reflect the desires of ethnic groups. In addition, native Americans have their own cultural center. There is at least one ethnic group, however, whose members are relative newcomers and have been too few in number to acquire programs or facilities from the public sector. This group, the Samoan community, would like to have a Polynesian cultural center and a cricket playing field.

Tacoma's population is 9 percent black and other minorities. Ethnic recreational and cultural needs are provided for the most part through one community center and the Tacoma Indian Center, housed in a former school. In Everett and Kirkland, blacks and other minorities make up only 2 percent of the population. Everett's minorities, many of whom are American Indians, are concentrated in a public housing development (Baker Heights neighborhood); a multi-service center operated there by the Everett Housing Authority contains a small center which offers classes related to Indian culture. Kirkland's minority population is so small that special ethnic programs have not been found necessary.

Handicapped Groups: The Seattle Department of Parks and Recreation, through a special program unit, offers year-round recreational opportunities to handicapped people. In addition to recreational activities, the programs teach the skills necessary to live in today's society to the full potential of each individual. In 1976, 20,159 handicapped people were served by Seattle's city programs, service time amounted to 228,442 staff hours.

The city provides programs in community centers, on playgrounds and playfields and, within staff limits, assists on occasion with activities at other than public park facilities. The aim is to fill gaps in programming and to avoid duplication of activities. Both adults and children can participate in such activities as bowling, camping, and overnight trips, backpacking, swimming, gym activities, picnicking, and games and sports.

During the school year, the city leads activities twice a week at the Northwest Center for the Retarded, a state-sponsored facility in Seattle. The city also instructs two groups at the Kiwanis Activity Center for mentally retarded adults.

Washington Wheelchair Games are sponsored by the Washington State Wheelchair Association in cooperation with the King County Parks Division and the Seattle Department of Parks

and Recreation. The 1977 games were held in May at Sand Point Park (now Warren G. Magnuson Park) in Seattle. Wheelchair athletes from the western United States and Canada participated. Winners became eligible for the national games held in June in San Jose, California. The Navy, which still occupies a portion of the former Naval Support Facility, supplies housing and meals for the 100 or more athletes. Games include track and field, slalom, swimming, weightlifting, table tennis, pocket billiards, precision air rifle, archery, and bowling. To help finance the games, the three sponsoring agencies held a swim-a-long benefit in county and city pools. About 60 percent of the proceeds were donated to the Washington State Wheelchair Athletics Association; the remainder was returned to participating teams, councils, and organizations.

The King County Parks Division, Seattle Department of Parks and Recreation, and Green River Community College sponsored the first Washington Games for Physically Disabled Children at the college in March 1977.

The Tacoma Metropolitan Park District operates a summer recreation program for handicapped youth and a social and recreational program for them during the school year. The park district also provides social and recreational programs for mentally and physically disabled adults.

In Everett, programing for the handicapped is done mainly through the school district. Instruction concentrates on basic skills and is offered at several public schools. The parks and recreation department provides special swimming instructions for the handicapped and plans to increase this type of effort in the future. Programs for the handicapped in Kirkland are provided through the Lake Washington school district.

Relationship of Public to Private, Nonprofit Programs

Public agencies within the study area provide the majority of the recreational programs. Some of the semi-private, nonprofit agencies make a significant contribution as part of their physical fitness, good citizenship, and character development programs, which are not primarily recreation oriented. Specific goals may differ from agency to agency, as is true of their national counterparts, but taken together they offer a full range of recreational services to adults and children. Activities include sports and athletics, arts and crafts, social activities, swimming, special interest groups and classes, drop-in centers, music, drama, and other cultural activities. They offer day, group, travel, and resident camping opportunities; most of them operate one or more of their own resident camps.

Best known among these agencies are the Boys' Clubs, Girls' Clubs, Boy Scouts, Girl Scouts, Camp Fire Girls, Inc., the YMCA, YWCA, Red Shield Club (Salvation Army), The Jewish Community Center, and the Catholic Youth Organization. A number of other church groups and some neighborhood organizations also provide services.

Many of the agencies, particularly the Boys' Clubs, Girls' Clubs, YMCA, and Camp Fire Girls, have taken their programs to low-income areas where people are least mobile. The first three have branch buildings in these areas. In addition, the Community Campership Committee of the United Way provides opportunities for disadvantaged children to attend day, resident, or special camping programs of member agencies. They help evaluate programs and aid children to become year-round participants in agency programs. All agencies employ a professional staff, but some have stricter personnel standards than others. Likewise, some agencies depend more on volunteers than others.

Significance of Arts and Crafts

Arts and crafts programs receive considerable emphasis by the parks and recreation agencies in Seattle, Tacoma, and Everett. In Kirkland, the parks department concentrates on operations and maintenance of parks and facilities. Arts and crafts programs in Kirkland are provided by private organizations and public schools.

The Seattle Department of Parks and Recreation has been committed to art instruction since it began offering recreational programs. The department offers quality programs in each art discipline. Each discipline has a well developed citizens advisory group that works with the staff on fund raising, program development, and public relations.

For the past 15 years, the art section has had five full-time positions, designated through Civil Service, to provide the needed leadership for a high quality public arts program. These positions consist of a coordinator and specialists for drama, visual arts, dance, and music. Three years ago, when the section assumed management of the Poncho Theater at the zoo, another position was added to the staff - Children's Theater Manager.

The department also employs an artist to teach at the community centers. Art classes at the community level are under the jurisdiction of the center supervisor. The Forward Thrust Bond Program has led to remodeling of three city-owned bathhouses into a theater, a dance studio, and a visual arts studio. The music program is the only discipline without a facility, but summer concerts are offered in the parks throughout the city. In the fall, winter, and spring, concerts are staged in park facilities, primarily the Poncho and Bathhouse Theaters.

Seattle is currently reevaluating its responsibility to provide facilities and programs for the performing arts, reflecting a change in administrative philosophy. The two city-owned theaters do not return a profit. Some feel the performing arts have traditionally been a private sector responsibility. The city is considering the feasibility of operating and maintaining the theaters and the city's four art studios by citizen groups.

The Tacoma Metropolitan Park District operates arts and crafts programs through four community centers and a mobile arts and crafts program at city playgrounds during the summer. Classes at the centers are coordinated by a Craft Guild of approximately 100 members. The city-owned, historic Pantages Theater, once a burlesque theater and now in disrepair, has potential as a performing arts center, but rehabilitation funds are lacking.

The Everett Parks and Recreation Department provides arts and crafts instruction on a citywide basis. The department also operates an arts van which circulates among neighborhood parks during the summer. Arts and crafts programs have suffered in recent years because of budget reductions and staff cutbacks. The department is trying to obtain city council concurrence for increasing budget emphasis on arts and crafts programs to provide a better balance with sports activities. Everett lacks an adequate facility for concerts and the performing arts. The civic auditorium, owned and operated by the school district, is old and needs complete rehabilitation to be serviceable.

Arts and crafts programs provided by park and recreation agencies are supplemented by those of other agencies and organizations, including the Boys' Clubs, Boy Scouts, Girl Scouts, Camp Fire Girls, and other youth groups; schools; churches; community colleges; and private leagues and guilds. In Everett, the school district conducts a community schools program which offers arts and crafts and other adult education classes free through use of volunteer instructors.

Except for the performing arts, existing facilities are, for the most part, sufficient for arts and crafts programs. The main shortage in arts and crafts is park and recreation agency staff to operate and coordinate programs and to maintain facilities. Class fees generally are sufficient only for instructors and materials. Park and recreation agencies are operating under restricted budgets so their emphasis is on maintaining and operating expensive facilities and providing sports programs, which are highly organized and more visible than arts and crafts. Developing facilities for the performing arts presents a special problem because of the high expense involved in construction and maintenance.

Environmental Education

Most environmental education in the study area takes place through public schools and community colleges. This is supplemented by outdoor activity instruction (backpacking, mountain climbing, kayaking, etc.) and special interest groups, which also generally includes development of environmental awareness. Activities of naturalist organizations usually include similar programs. The National Park Service and U.S. Forest Service conduct environmental education classes in public schools and assist local park and recreation agencies with environmental programs.

In Seattle, classes in mountaineering and survival techniques are conducted on a fee basis by special interest groups at department of parks and recreation areas. Department-operated community centers also offer outdoor and environmental instruction according to local interests. The city's new Discovery Park is a center for local nature study groups and provides nature trails and guided walking tours. Another area for nature study is the University of Washington Arboretum; it is owned by the city, which contributes operating funds, and leased to the university. Camp Long, located within the city, offers nature study and group camping. The camp includes a unique man-made climbing rock that is used for mountaineering instruction.

Schools provide the majority of environmental education programs for Tacoma residents. People at the neighborhood level have expressed a desire for this type of program. The Everett Parks and Recreation Department offers an overnight camping program for youngsters, and one of the larger city parks features a self-guided interpretive trail. In Kirkland, some environmental programs are provided through the Lake Washington school district.

DETERRENTS TO RECREATIONAL OPPORTUNITIES AND POTENTIAL SOLUTIONS

Physical and Social Barriers

Physical barriers to enjoyment of recreational opportunities are of minor importance in the study area, although problems occur locally. Freeways and arterial streets are an obstacle to pedestrians in some areas, and some street crossings are dangerous for children. There are also natural barriers that locally restrict access to recreational areas but do not constitute a major problem in the study area as a whole. For example, in northwest Everett, a steep bluff separates neighborhood residents from the saltwater shoreline below.

A Burlington Northern rail line is located along the Puget Sound shoreline from Seattle to Everett. The rail line now provides pedestrian access to adjacent saltwater beaches and tidelands; however, there is a potential for the railroad to become a barrier to shoreline access. Burlington Northern has a legal right to fence off its right-of-way for safety or other reasons and could conceivably do so, although such action does not seem likely at this time.

Physical barriers, unlike social barriers, can be removed. Additional crosswalks and pedestrian overpasses or underpasses can be provided for arterial streets and freeways where the need is sufficient to justify the cost. Department of Transportation funds are available for such projects, but are sometimes diverted to other highway purposes at the state level. A solution might be earmarking of appropriate Department of Transportation funding programs; further investigation would be required to determine the need for and practicality of such action.

The shoreline access problem in Everett, caused by a steep bluff and an adjacent railway, can be solved by construction of a stairway and an overpass. Obtaining funds for the project is a problem, however, as it is not considered to be a high priority item at the city level.

Social barriers to recreation are not a serious problem compared to cities with larger minority populations, but locally they may restrict recreation participation. Several community centers in Seattle neighborhoods, having higher than average minority populations, are used by a much greater proportion of minorities than exists in the community. This may indicate nonuse of public recreation facilities by white residents because of social barriers, although verifying this would require further investigation. In Everett, it was reported that some parents in a well-to-do, predominantly white neighborhood do not allow their youngsters to participate in activities at a Boys' Club in an adjacent low-income neighborhood having a higher than average percentage of minorities. The reasons given were fear and prejudice based on social, ethnic, and economic differences.

Solutions to social barriers are much more obscure than those to physical barriers. The initial step would be to determine the extent and nature of the problem through further investigation at the local level. This type of investigation may be warranted in Seattle because of the city's steadily increasing minority population.

Access to Recreation Areas

The major problem regarding access to recreation sites in the study area is a shortage of public access to shorelines, both saltwater and freshwater. More access to water surfaces is needed for boating and other water contact activities, and more access to beaches and tidelands is needed for recreational activities dependent on these areas.

A high percentage of both saltwater and freshwater shoreline is in private ownership and public access to some publicly owned saltwater shoreline is blocked by private land. The problem is compounded by recent shifts in priorities among many park and recreation agencies. The shifts have been away from acquisition and toward maintenance, development, and operation of existing recreational areas and facilities. An exception is Kirkland, where major emphasis is still on acquisition and waterfront access.

The situation points up the fact that, although most cities have acquired sufficient land to cause a priority shift away from acquisition, certain kinds of land are still in short supply. Shoreline access is presently recognized in the Washington Statewide Outdoor Recreation and Open Space Plan as the number one priority for local recreation agencies. An apparent solution at the federal level, and particularly for BOR, is to maintain a balance between priorities for acquisition and other actions through appropriate administration of grants programs.

Transportation and Mobility

Public transportation in the Seattle metropolitan area is very good for commuting to and from the central business district, and probably ranks considerably above average for cities of this size. In 1968 and 1970, metropolitan transit proposals featuring both rail and bus transit were turned down by area voters. A scaled-down program based on buses and trolleys was approved in 1972. The program called for the Municipality of Metropolitan Seattle (Metro) to accomplish the following elements by 1980, with funding to come from a retail sales and use tax:

Consolidate existing transit services into a single countywide system.

Establish suburban express routes.

Expand local service.

Expand existing express service and establish a new "Metro Flyer" express service to connect with other routes at major interchanges.

Construct approximately 50 landscaped Park-and-Ride facilities.

Upgrade equipment.

Construct approximately 1,200 sheltered waiting areas and upgrade signing.

Participate jointly with the Washington State Department of Highways and other appropriate public agencies to develop express routes and Park-and-Ride facilities related to interstate and state highways.

Provide interim facilities as necessary.

Provide facilities needed for operations, maintenance, and administration.

Many of the program elements have been partially accomplished. The system is basically a radial network oriented toward the central business district. Cross-town service has been limited but is improving. Parks and recreation areas within the city are easily reached by bus, although those outside the central business district often require a transfer. Transfers are not a major problem, however, because of frequent service and sheltered waiting areas. Outside the city, many suburban parks and recreation areas in King County are reachable by Metro, although many are not. Local bus service in the suburbs is generally much less than in Seattle, but this is at least partially offset by greater individual mobility among suburbanites.

Metro also operates special buses to recreation areas, and in the past has provided transportation to Snoqualmie Pass ski areas during the winter. In southwest Seattle, a bus route has been changed recently to better serve a new community center which receives heavy use by senior citizens. A bus route serves a large public marina and waterfront park at Shilshole Bay in the summer. Metro has published a free, 40-page "Fun Book" which describes numerous metropolitan area parks and recreational facilities and tells how to get there by bus.

Use of Metro buses for recreation could be improved by provision for carrying bicycles and wheelchairs. Metro recognizes this need and has recently purchased several new buses that afford wheelchair access.

Transportation to parks and recreational facilities within Seattle presents a problem for those who do not have access to private vehicles and are unable or unwilling to use the public bus system. The problem is most acute for those having age or physical restrictions. Some people may not be able to afford bus fares for recreational purposes, however, the extent of the problem is unknown.

Tacoma's bus system also is oriented toward the central business district, with only limited cross-town service. Service in general is less frequent and less complete than in Seattle. However, most parks and recreational facilities may be reached by bus. Point Defiance Park, Tacoma's largest (698 acres), is served by a special route. Special buses to other recreational areas are provided during the summer, and city buses are used for school outings. The Metropolitan Park District of Tacoma operates bus service for skiers during the winter.

Everett operates a bus system, but evening and Sunday service is lacking, and it is limited in some neighborhoods. Frequency of service is considerably less at nonpeak hours than in Seattle. Transfers are needed from the central business district to reach other parts of the city. The limitations in public transportation reduce the availability of the city's recreation areas and programs to those without access to private automobiles, particularly children and senior citizens. The problem is most acute in low-income areas, such as the Garfield and Baker Heights neighborhoods, which lack swimming pools and other major facilities.

Kirkland, a suburb of Seattle, is served by metro commuter bus routes. However, the city does not have a local bus system. The lack of intracity public transportation restricts the availability of parks and recreational facilities for those residents without private transportation, particularly senior citizens.

In summary, there is a direct relationship between population and adequacy of public transportation among the four cities examined in the study area. Seattle, the largest city, has a good bus system which includes commuter routes into the suburbs. Tacoma's

bus system may be adequate for commuters, but service is less frequent and less convenient than in Seattle. In Everett, buses do not run on Sundays or late in the evening, and scheduling is infrequent during mid-day for some neighborhoods. Kirkland is connected to Seattle by Metro-operated commuter routes, but lacks intracity bus transportation.

Lack of funding is the major problem in upgrading public transportation in the smaller cities. One option for federal-level funding assistance is the Highway Trust Fund. Meanwhile, ways to make more efficient use of existing funds and equipment are being considered. An Everett city councilman has proposed combining the school and city bus systems to save administrative and maintenance costs and to use equipment more efficiently. The scheme would also make more buses available during the summer, which could be used for recreation outings if funds were available.

In order to improve the availability of recreation, cities in the study area are considering alternative means of transportation to supplement public bus systems. Alternatives used in the past include bringing recreation to the people through the use of mobile recreation units. In Seattle, the department of parks and recreation operates vans to transport people for special programs operated by the community centers. Summer playground programs have been conducted previously in Seattle but have been discontinued recently because of budget reductions. A few community centers plan to continue the programs through locally raised funding. Mobile recreation programs have been tried in Seattle and discontinued for reasons of uncertain funding, scheduling difficulties, and lack of interest. The lack of interest is thought to be caused by competition from similar programs offered through the community centers.

The Tacoma Metropolitan Park District provides summer programs at the city's 31 playgrounds. In addition, two park district handicraft instructors travel to each playground during the summer to hold informal outdoor classes. Recreational support program funds are used to transport youngsters from playgrounds to public swimming pools.

The Everett Parks and Recreation Department has conducted a successful summer playground program in the past, but budget restrictions have forced curtailment. Two old buses have been converted to games and arts vans which travel to neighborhood parks during the summer. This highly popular program uses volunteer supervisors from Everett Community College. The Everett senior center recently acquired a mini-bus with a hydraulic wheelchair lift. The bus is used for outings and special events to transport the immobile elderly to and from the center, and for personal services such as shopping.

In Kirkland, the parks department conducts a summer playground and mobile recreation program. The city also operates a mini-bus to transport elderly people to and from the senior citizens Center and for special outings.

Participant Costs

Costs of these recreational activities requiring expensive equipment naturally restrict participation. This may be a factor in the recent upsurge in popularity of sports which do not require a high initial outlay to participate, such as softball and soccer. For youngsters in low-income areas, however, even the cost of a baseball bat and glove can be a problem. Mobile game vans, which loan out equipment to youngsters at neighborhood playgrounds, have proven successful. To be effective, such programs must be adequately supervised.

User fees for recreational programs are relatively low but can be a problem for low-income people. A possible solution is to have facilities available at no charge at certain times. Another possibility is the awarding of scholarships to allow for use to low-income participants.

Vandalism and Safety

Vandalism and fear of personal attack do not appear to restrict use of park facilities in Seattle to any great extent. As in most large cities, there are some specific parks which have a reputation of being unsafe at night, although actual incidents have been comparatively few. The city has increased its security measures at events drawing large crowds by use of reserve police and Eagle Scouts. The department of parks and recreation recently hired a former police officer for better liaison with the city's police and fire departments. Mounted police patrol several of the major parks.

Although vandalism is not a major problem restricting use of parks and recreational facilities in Seattle, it is an important issue from the department of parks and recreation's point of view. During 1976, direct vandalism cost \$235,866, of which the largest single item was a \$64,000 arson fire. The department currently is centralizing efforts to collect information on vandalism and to combat the problem.

The Tacoma Metropolitan Park District no longer publishes vandalism damage figures on the theory that such information is apt to attract more vandalism. The problem of vandalism is serious and typically consists of restroom destruction, broken windows, and graffiti. Fear of attack is considered by the parks department to be an important factor limiting participation in evening arts and crafts classes. The park district has requested more police protection from the city but has been turned down for budget reasons.

Vandalism is an increasingly severe problem in Everett and caused \$50,000 in damage to city-owned recreational facilities in 1976. Hardest hit are unsupervised facilities in low-income neighborhoods such as Baker Heights and facilities that are easily accessible by automobile. The most costly single incident was a \$15,000 arson fire in a regional park. Fear of harassment and physical attack is a problem limiting the use of some parks, particularly in depressed communities. In Baker Heights, the inappropriate design of an unsupervised neighborhood park attracts vandalism and adds to the problem by providing hiding places to hoodlums. The department of parks

and recreation operates a park ranger program for park supervision and law enforcement. The program consists of a roving patrol and has been funded both through CETA and the city. Lack of funds has caused interruptions in the program, and increased vandalism has been noted during these periods of program suspension.

Although there is some vandalism in Kirkland's parks, it is not a serious problem. The parks are well maintained and are safe during normal use hours.

The experience of park and recreation agencies in the study area indicates that vandalism and crime can be lessened by the design of parks and facilities. These considerations are important in neighborhood parks that are too small to warrant full-time supervision. Structures can be made less attractive and less vulnerable to vandals, and parks can be designed as to be open to visual surveillance by nearby residents while retaining attractiveness and functionality.

Sentencing vandals to repair their damage has been tried on a limited scale. Its effectiveness is not fully known and warrants further investigation. A major problem with this approach is a shortage of funds for adequate supervision and enforcement. The idea appears to have merit and may be a good area for expenditure of federal manpower funds for supervisory personnel.

A conference on vandalism was held at the University of Washington on May 31, 1977. It was cosponsored by the Washington Roadside Council, the Institute for Environmental Studies, College of Forest Resources, and the Institute of Governmental Research. Follow-up meetings have been held, and there is keen interest in solving the problem.

There were only a few isolated problems with respect to safety from accidental injury. A lack of sidewalks and inadequate pedestrian crosswalks along busy arterials in some areas are potential safety hazards. In Everett's Baker Heights neighborhood, the local park discussed above in relation to vandalism contains challenging, "adventure type" play apparatus. Opinions vary as to how well the equipment serves its purpose; some feel it is dangerous and point to previous accidents, while others feel it is successful.

Relationship of Desired Programs to Existing Resources

With regard to desired outdoor programs and support facilities, the major need in the study area is for large sports complexes. Softball has been expanding rapidly for several years and now soccer is also showing signs of becoming highly popular. Ball fields are insufficient to meet current and anticipated demand. Many of the existing fields have been developed in neighborhood parks and on school grounds. Where off-street parking is lacking and where inadequate buffer space exists between ball fields and residential neighborhoods, problems arise from congestion, noise, and littering. Existence of ball fields in neighborhood parks precludes the use of that space for other recreational activities. Ball players and spectators, as well as park and

recreation agencies, see a need for large sports complexes with adequate parking and buffer space. The design of such complexes should ease maintenance and supervision, prevent vandalism, and allow for changes of internal components to accommodate recreation preferences. In addition to softball and soccer, such complexes could provide for a host of other popular sports, such as jogging, tennis, and racquetball. An important consideration in the location of sports complexes is accessibility by public transportation.

King County recently constructed a regional sports facility (Fort Dent), which will be operated and maintained by Seattle. Located in the suburb of Tukwila, the facility includes fields for softball, baseball, soccer, and football. Seattle recreation staffs see a need for one or two additional regional sports complexes, but the operations and maintenance costs present a major obstacle.

In Everett, softball tournaments draw players and spectators from throughout Snohomish County and beyond. Many of these people bring in campers and trailers, and there is a need for an innercity campground to accommodate them. This need was not expressed in the other study jurisdictions.

The needs for facilities to support indoor programs are more varied and extensive than those for outdoor programs. Existing support facilities for arts and crafts and other nonathletic instructional programs include community centers, public meeting halls, theaters, school classrooms, Boys' Clubs, public and private craft centers, and senior citizens centers. Additional community centers are needed in Tacoma and Everett, but other existing facilities are sufficient if used to maximum efficiency. School facilities are not universally used to their maximum because of janitorial and other expenses incurred in making them available after-school hours (see Administration and Organization section). Some arts and crafts and other instructional programs require specialized facilities and equipment which are not sufficiently available.

Provision of facilities for the performing arts presents special problems. In Seattle, there are six private theaters used for the performing arts; two of these theaters are operated by the city. The city considers that the performing arts have traditionally been a private sector responsibility and is contemplating turning its two theaters over to an advisory group for operation in order to save money. Tacoma owns an old historically valuable theater which has potential as a performing arts center. However, funds for necessary restoration and rehabilitation are not available and the theater is not being used. Everett also lacks an adequate facility for concerts and the performing arts. The Everett school district owns and operates a civic auditorium which is old and in need of extensive renovation to be serviceable. Alternatively, the city is considering buying a motion picture theater located in the central business district, but it is the only one downtown and it already serves an existing need. In addition, the purchase could reduce funding available for the civic auditorium. Kirkland does not have a performing arts center, but because of its small size and proximity to larger cities, a publicly owned local center is not considered to be necessary.

There is a need for additional facilities to support indoor sports programs and also for more complete use of existing school gymnasiums. As with classrooms, after-hours use of school gyms varies according to priorities and funding levels of individual school districts (see Administration and Organization section).

Determining the needs for recreational programs and support facilities for teenagers is a complex problem. Opinions vary among recreation agency personnel; some feel that teenagers are the most neglected group recreation-wise, while others say they are well provided for but do not take full advantage of available opportunities. For those who are so inclined, recreational opportunities provided by city recreation agencies, schools, churches, Boys' Clubs, scouting, and other suppliers likely provide more than enough activities to keep children busy. The problem exists mainly for those who are either unwilling or unable to benefit from what is available, such as the immobile, low-income families, and those with social adjustment difficulties.

There is a general need, however, for more teen dance and drop-in facilities. Park and recreation agencies have experienced difficulty with large, citywide teen centers because they tend to attract a dominating rowdy element. A solution advocated by the Everett Parks and Recreation Department is the incorporation of teen facilities in community centers. This approach could reduce rowdyism and could also help bring teenagers into beneficial contact with community adults.

Two young businessmen in Everett are trying a different approach. They have recently remodeled a former roller-skating rink for use as a citywide, privately operated center for young people. The facility, called the Great American Broadway Sideshow, offers dancing, concerts, and wrestling. Rowdyism to date has been controlled by strong law enforcement, using off-duty policemen. The operation is entirely privately funded, and if it can survive financially and avoid being dominated by an undesirable element, it will provide a valuable teenage recreation outlet at no public cost.

NEED FOR ADDITIONAL RESOURCES

Close-to-home recreational opportunities are the most immediate needs of people interviewed at the neighborhood level. Where neighborhoods do not have parks and playgrounds within a reasonable walking distance (approximately 1/2 mile), the provision of these kinds of areas is generally viewed as having high priority. People want nearby open space for various unstructured activities, such as walking, picnicking, flying kites, and informal games. Often, it is the old, established neighborhoods with lower-middle or low-income residents which lack neighborhood parks.

The presence of other kinds of recreational opportunities seems to reduce the need for local parks. For example, Seattle's Ballard neighborhood is relatively large with little interior park space, but there are two community centers, a new indoor swimming pool, tennis courts, and playfields. Large urban parks and a major saltwater marina along Puget Sound and the Lake Washington Ship Canal are also adjacent to the neighborhood. These areas and facilities evidently help satisfy Ballard's need for close-to-home recreation, since no strong wish for neighborhood parks was encountered during the study.

Providing neighborhood parks and playgrounds in old, established residential areas is often difficult because of insufficient, undeveloped land. In some neighborhoods, school grounds have potential for development to meet some neighborhood park needs. These include game areas, wading pools, play apparatus, landscaped areas, and picnic shelters. An option for solution would be for BOR to encourage more cooperative agreements for use of LWCF monies and funds in school/park projects, especially through revision of SCORP guidelines.

Residents of neighborhoods near water would typically like to have more water access, including boat launching ramps and public fishing docks. They also want more public tidelands and beaches. BOR could help in identification of needs and opportunities for additional shoreline through the SCORP process and its technical assistance programs.

Much of the study area is hilly. In many areas, steep slopes line Puget Sound and the drainage systems leading to the Sound. Although largely undeveloped, much of this land is privately owned and the demand for view building sites is leading to home construction despite unstable soils. The ravines and other hillside terrain form linear patterns with potential for open-space buffers and trail systems, and preservation of fish habitat in some areas. People have expressed interest in the past, and to some extent during the study, for retention of these sites in a natural condition and for eventual public use. People living adjacent to ravines, however, have objected to opening them to the public because of anticipated problems associated with public use. In at least one instance, residents of a wealthy Seattle suburb, Mercer Island, failed to approve a local bond issue for purchase of ravine slopes for recreation and open space. Cities in the study area have shown a marked reluctance to controlled building on steep slopes by either zoning or withholding of building permits, despite extensive previous landslide problems resulting from building on unstable hillsides.

The rehabilitation and redevelopment of existing parks, which do not maximize recreational opportunities, are viewed as top priorities in many neighborhoods. Many

parks in older residential areas are deteriorated, lack facilities for the elderly and handicapped, and contain obsolete play and other equipment. Other parks are inappropriately designed to meet existing needs.

Two examples of the latter in Everett illustrate the problem. In one old, low-income neighborhood, a local park has been developed as a softball and Little League complex without off-street parking or a buffer between the park and surrounding homes. As a result, there are problems of congestion, noise, and littering during spring and summer. Neighborhood residents want the ball fields moved and the site redeveloped as an open landscaped park and playground.

In another Everett neighborhood, an elaborate park with challenging, sophisticated play apparatus was developed by the county in a low-income, public housing area. The park's design invites vandalism and makes maintenance difficult. The area has created law enforcement problems, the play apparatus is considered dangerous by some local residents, and there have been accidents.

Park redevelopment is expensive, and the best solution is to avoid it through appropriate initial design. This could be encouraged by more follow-up investigation of use of various kinds of parks, coupled with widespread publication of case studies of parks which prove through use to have functional versus nonfunctional design. Design factors that have received inadequate attention in the past are simplicity, ease of maintenance, and a provision for changing components to meet changes in recreational patterns.

No major differences were found between recreational desires at the local level and the perception of these desires by park and recreation agencies. Local needs are perceived and acted upon by different methods. In Seattle, the recreation preferences of local residents are made known to community advisory boards that serve each community center. In Everett, the parks and recreation department meets with neighborhood groups and individuals to discuss recreation problems and needs. Kirkland has used surveys and public meetings to gauge its citizens' park needs.

Where local needs have not been perceived or acted upon by the local park and recreation agencies, it is often because neighborhood residents have not been vocal or organized sufficiently to make themselves heard. In supplying recreational needs, it is often a case of the "squeaky wheel getting the grease." One approach to solving this problem is through requirements for public involvement at the local level, where appropriate, in order to obtain federal funding for local recreation projects.

The BOR also could help to increase perception of local needs. Several park and recreation agencies have found the neighborhood analyses conducted during the urban study to be useful in further defining and clarifying recreational desires at the neighborhood level. Investigations of this type, at the request of local agencies, could help neighborhood residents define their recreational needs and make them known to supplying agencies.

PLANNING, RESEARCH, AND EDUCATION

PLANNING

In each of the jurisdictions studied, a master plan of recreation and parks is available. However, the quality and emphasis varies considerably among the plans. In Seattle, which has the largest parks department in the study area, a master plan was prepared mainly to update its 1965 plan in order to maintain the city's eligibility for grants.

The 1965 plan formed the basis, along with the Forward Thrust Bond program, for the direction of the city's physical efforts to meet recreational and park needs. The current system of areas and facilities is generally in agreement with the plan. During the intervening years, however, several basic policy questions have arisen that were not addressed during preparation of the 1965 plan. Due to the increasing costs of public services, the city faces necessary cutbacks in its programs that must be carefully considered. It is now necessary for the department of parks and recreation to define its basic services in terms comparable to those used for other basic services such as police and fire protection, in order to compete for the limited dollars. Currently, this question is being addressed by the citizens on a special task force, as well as by the city's administrators.

Once the basic level for recreational services is determined, a new plan for Seattle will have to be prepared, taking into consideration the completed projects under the Forward Thrust Bond program, as well as the trends in population and the demands for service by those who most heavily use the system. New energy policies adopted by the nation may increase the demands for close-to-home recreation, and thus require a more careful allocation of the limited resources of the department. The new master plan will have to be carefully prepared to include all foreseeable factors such as increased maintenance cost resulting from increased usage, the large capital expenditures which must be made to assure continuous use of older facilities, and the necessity for renovation of facilities to meet changing populations. Inclusion of these items in the master plan will allow the city to spread costs over a period of years rather

than face huge amounts at one time. Since the city already has, or will soon have, its basic complement of parks, the future planning efforts will concentrate on meeting deficiencies within that system rather than entering new areas of activities.

Everett is currently operating under a comprehensive open-space and recreation plan prepared by consultants in 1973. The parks and recreation department presently has no staff assigned to planning functions due to recent budget cuts. The Everett plan is used as a fairly flexible guide, outlining areas of interest as well as establishing specific priorities. Since the parks system in Everett is still developing, this allows the city to take advantage of unlooked-for opportunities rather than locking them into set projects. The current plan is the first for Everett and is intended to remain in effect, with periodic updating, until 1990. The capital improvements program covers priorities for the first 6 years.

The Tacoma Metropolitan Park District, although a separate entity, operates under the Tacoma's Land Use Management Plan which contains a recreation and open space element. This element is prepared by a citizen's committee with the help of the city planning staff and the staff of the park district. The current plan was prepared in 1975 and is intended to remain in effect until 1990 with regular updates. It is concerned with determining additional facility needs, but also includes general policy directions which Tacoma should follow. A strict priority list is not included.

Kirkland has a master plan that was completed in 1971 and updated in 1976. It was prepared by staff in the parks department and generally outlines community and neighborhood needs, as well as several special resource areas which should be acquired and developed in the future.

All four jurisdictions have emphasized citizen participation in the planning process to assure that each department is meeting the desires of its service area. Methods vary, but all the jurisdictions make some attempt to get public input. The Kirkland plan is based on user surveys and public meetings; Everett relies heavily on neighborhood meetings; Tacoma has a committee which actually prepares its plan; and Seattle uses the individual center advisory councils and public meetings to prepare plans for each neighborhood which include a recreation element. The basic planning for the Forward Thrust developments was a result of citizen decisions on what facilities were needed and where they should be located.

The need for assistance in the preparation of plans varied perhaps due to the relative complexity of the process in each jurisdiction. Kirkland does not see any need for help; both Everett and Tacoma felt additional funds to hire planning staff would be of benefit. Seattle sees a need for both financial and programmatic assistance which

is probably a result of its position as the only city that maintains a full-time ongoing planning staff.

The areas in which Seattle felt assistance could be provided were closely related to research needs. Information about recreation trends, development of standards for supply of facilities and programs that fit individual cities rather than national averages, methods for determining demand other than "head counts," and ways to design facilities that allow future conversion to meet changing interests are all areas that would benefit from further investigation.

RESEARCH

Recreation research in the past has apparently been of little or no direct value to the jurisdictions. The need for both societal and developmental research findings that are written in terms meaningful to individual jurisdictions, rather than philosophical discussions, is indicated. As the competition for available resources becomes more sophisticated, parks and recreation departments must be able to draw upon data to support the importance of their services to the quality of life of their clients. The cities need information that indicates the kinds of facilities most popular and most efficient at both the local and the national levels. The cities studied did not feel that money for such research was available in their own budgets, and they felt that BOR could play a major role in this field either through additional funding for research, or by actually conducting such studies. Both state agencies and local institutions of higher education could play a much expanded role in conducting and interpreting research if funds were available.

The need for a central collection point for research results and an efficient method of distribution of the results is seen as crucial. The possibility of a central federal source to retrieve information submitted by state and local entities for federal grants and studies should be investigated.

Several areas that would be of immediate interest are suggested. A study of vandalism and deviant behavior in parks, as well as design research to help reduce those activities, would be of benefit. Such a study is currently being funded by the National Science Foundation in Boston. Parks and recreation departments could use research information about the effect of park development on adjoining property values and the change in attitude of nearby residents, if any, after a new park has been developed. The investigation of new maintenance methods which can cut long-range costs is considered a critical need, along with test results of new materials and equipment. More reports on "innovative" facilities and programs which have been tried, along with more money to conduct demonstration projects, are desirable. The documentation of the economic value of recreation and leisure services to the central city is an area of research which is long overdue.

Ease of access to and degree of applicability of research findings are both given high importance. The "Journal of Leisure Research," supported in part by BOR, is a useful document; however, additional efforts are needed. Administrators feel that their time available to review findings is limited and that condensed, concise reports are essential to allow the cities to actually use the materials.

EDUCATION

The majority of environmental education in the study area is handled by the local schools in the regular classroom curricula. The Tacoma Metropolitan Park District provides some environmental classes at the Sruke Lake facility, but these are very limited. Seattle's Department of Parks and Recreation has fairly extensive nature study activities at Camp Long and the Discovery Park facility, including nature walks, an interpretive display, and a ranger staff. The aquarium, the zoo, and the arboretum all provide resources for environmental education. Seattle also has classes in certain skills such as mountain climbing and survival techniques.

Most of the jurisdictions appear to feel that the responsibility for teaching the skills necessary to use facilities is their responsibility, but that any expansion of interests and the ability to make better use of leisure time is the role of the school system. The schools, however, are in a financial crisis which makes acceptance of that responsibility difficult.

Making the public aware of existing recreational opportunities appears to be a problem for Everett and the Tacoma Metropolitan Park District, and to a lesser extent for Seattle. Kirkland does not seem to have much problem in keeping the public aware of its programs. The newspaper coverage is good, the school district cooperates in announcing recreational programs, and the central location of the facilities makes word-of-mouth information effective.

In Everett, the parks and recreation department publishes a program list for all city parks and recreational activities which is distributed through the schools, local businesses, and the department office. Newspaper coverage is not entirely satisfactory. The department prepares press releases and has received very good response from the local radio stations, but lack of staff limits the time that can be spent on such activities.

Tacoma has no written schedule of its activities available for public distribution. The main problem is lack of funds for printing and staff to compile the information. Newspaper coverage of the limited items produced appears to be inadequate.

In Seattle, the public information is much more complex. Public information functions for city parks and recreational programs reflect the policy of decentralization evident

throughout the department of parks and recreation. The release of information on citywide impact is handled by a special central office staff consisting of three people. Publicity for individual centers and their activities is handled by the center staff.

The methods of distributing information vary according to the target group. Generally, the most effective means of informing the public is by direct mail to the residents in the area. This is expensive, however, so it is not widely used unless additional funds from outside sources are available. Greater use of direct mail distribution would be possible if postal regulations were amended to allow the city to use the cheaper nonprofit rates instead of the presently required commercial rates.

Quarterly schedules for each of the community centers are produced by the center staff, usually with financial assistance from the local advisory council. The schedules are distributed by cooperating merchants, the centers, and community services groups. Publicity in the communications media generally takes three forms - television, radio, and newspaper. Television use is limited due to expense - given the free public service air time, production of a spot can cost \$50 to \$60 for a slide and booth copy. More sophisticated techniques are progressively more expensive. Metro Transit advertising is another form which could be more heavily used, but costs consisting of printing posters and a \$1 installation charge limit the department's ability to take advantage of the opportunity.

The use of community newspapers as well as citywide papers allows the city to reach a greater percentage of the population. In general, Seattle papers have been very cooperative in running press releases as well as feature articles about special programs and facilities. Still, the population of Seattle is not as aware of the park and recreational opportunities as the department would like. Often citizens are aware of certain programs, such as the handicapped and the SPICE programs, but do not know who sponsors them.

Last year, the department of parks and recreation received about \$25,000 worth of free air time from the four television stations and about \$78,000 in donated radio time. The city runs a public information office in conjunction with its scheduling office. This central phone contact provides the only general information about the park system to citizens. Unfortunately, as a result of the last budget cut, the personnel available to answer these inquiries has been reduced.

The city would like to take more advantage of television and radio spots as well as the use of Metro Transit advertising space, if money for production were available. Additional funds to allow publication of information about nonstructured opportunities in the parks would be helpful. The department is currently anticipating greater participation in community fairs and public exhibits to reach more people. These activities also require funds to allow preparation of good exhibits and handouts.

AVAILABILITY AND ADEQUACY OF PARKS AND RECREATIONAL RESOURCES

RECREATIONAL RESOURCES

Variety and Types

The three-county study area contains a variety of parks and recreational areas. Seattle's park system has several large urban parks and a number of playgrounds, boulevards, and community centers. The large urban parks initially included Seward Park on Lake Washington; Lincoln Park on Puget Sound; and Woodland Park with its associated zoo, sports complex, and trail around Green Lake. Additions since 1968 have included the downtown Waterfront Park on Elliott Bay and the aquarium on Piers 59-60; Gas Works Park on Lake Union; the 397-acre nature-oriented Discovery Park, which includes hiking trails and the associated 20-acre Indian cultural center; and the innovative downtown Freeway Park, which caps a portion of Interstate 5. Seattle also has three federally designated National Recreational Trails: The Discovery Park Loop Trail, Lake Washington Bicycle Trail, and the Lake Washington Ship Canal Waterside Trail.

Other noteworthy examples of large, locally administered urban parks are Tacoma's Point Defiance Park on Puget Sound; King County's Marymoor Park northeast of Seattle, which includes a multiple sports complex and a bicycle velodrome; and the Tacoma Metropolitan Park District's Northwest Trek, an unusual park where roaming species of wildlife can be seen from tour buses. Recreational resources administered by the state of Washington include Lake Sammamish State Park, a popular picnicking, swimming, and boating area located east of Seattle; and Saltwater State Park, which provides day use and boat launching facilities south of Seattle on Puget Sound. Several additional state parks in the study area provide picnicking, boating, and other water recreation opportunities.



Gas Works Park - Seattle



Federal resources in the study area include Mount Rainier National Park in the southeast corner; the Hiram M. Chittenden navigation locks near the heart of Seattle; Lake Washington Ship Canal Waterside Trail; and the Mt. Baker-Snoqualmie National Forest which includes Glacier Peak and the Alpine Lakes Wilderness Areas. The Pacific Crest National Scenic Trail is located near the eastern boundary of the study area.

Lakes, wilderness, marine shorelands, and the inland waters of Puget Sound offer quality opportunities to residents of the SCSA for boating, sailing, hiking, swimming, fishing, and many other recreational activities. Additional opportunities are provided by such historical resources as Seattle's Pioneer Square, Public Market, Seattle Center (site of the 1962 World's Fair), and Tacoma's Fort Nisqually.

The variety of areas is perhaps best illustrated in the following survey of recreational resources for the three-county area. The survey was made by the IAC as part of the 1973 *Washington Statewide Comprehensive Outdoor Recreation and Open Space Plan*.

RECREATIONAL RESOURCES

Area Type	County					
	King		Pierce		Snohomish	
	No.	Acres	No.	Acres	No.	Acres
Small Urban Recreation Areas	277	1,969	112	5,858	104	621
Large Urban Recreation Areas	41	3,994	12	1,390	12	1,116
Regional Recreation Areas	15	2,322	5	1,043	8	838
Winter Sports	0	133	0	56,248	1	1,992
Golf Course	6	769	2	248	3	284
Forest	1	181,837	1	133,471	0	477
Wildlife Habitat	2	430	1	1,019	4	1,027
Freshwater Shorelands	62	1,581	37	270	9	340
Saltwater Shorelands	13	660	11	128	6	75
Scenic Roads	10	5,262	0	4,084	1	11,025
Urban Malls & Squares	92	56	2	0	2	15
Trails Urban	1	61	0	0	0	0
Trails Nonurban	2	9,257	1	1,649	1	0
Wetlands	2	56	1	2	1	169
Urban Shopping	8	941	4	300	1	53
Historical/Cultural	35	1,267	7	273	43	296
Outstanding Natural	1	0	1	207,337	0	0
Wilderness	0	0	0	0	1	117,916



Baker Heights Neighborhood Mini Park



Discovery Park Playground



Magnolia Playfield

Accessibility

Park and recreation resources within the SCSA are generally well situated with respect to urban populations. Most of the residents live within a mile of a neighborhood facility. The larger urban recreation areas are well dispersed and are complemented by regional recreational areas. The major recreation areas are shown on the following map.

Nearly all recreation sites within the SCSA can be reached by automobile, and many are also accessible by boat. In the more urbanized areas, many sites can be reached by public transit. Most transit systems are oriented to the central business district, such as downtown Seattle, and travel from one neighborhood to another frequently requires one or more transfers. Public transit from Seattle, however, serves many of the outlying communities, providing the core urban dweller with an opportunity to reach facilities located in suburban areas, such as King County's Marymoor Park. The Seattle Metro Transit system has provided bus service from Seattle to winter sports facilities at Snoqualmie Pass during the skiing season. A private touring company provides sightseeing buses to Mount Rainier National Park from downtown Seattle. However, access to many of the trails and facilities within the national forests requires the use of automobiles. In addition, some urban parks are not served by public transit, particularly in Everett, and their use requires private transportation.

The SCSA is experiencing a surge in bicycling for recreation and transportation. Some areas are being linked by designated bike trails, such as the Seattle/King County Burke-Gilman Trail and the waterfront trail in Myrtle Edwards Park.

Existing Uses

Recreational uses are as varied as the areas and facilities. Inner-city activities include watching pleasure craft and commercial vessels pass through the Hiram M. Chittenden Locks, viewing migrating salmon from the Lock's submarine fish viewing facility, walking for pleasure or jogging along one of many developed paths, participating in one of the arts and crafts programs at a park or community recreation center, playing soccer or lawn bowling at a local recreation facility, and participating in a guided nature walk at Discovery Park. Recreational pursuits include the full array of traditional activities such as picnicking, swimming, camping, boating, and fishing, and the more unique opportunities, such as white-water boating, scuba diving, mountain climbing, and wilderness hiking. The Seattle Center offers many recreational, cultural, and educational programs throughout the year. Spectator sports include professional football, basketball, hockey, soccer, and baseball. Auto and horse racing and college sports are also popular within the area.

The most popular recreational activities for 1976 are illustrated by the following list of recreation use figures compiled by the IAC:

1976 ACTIVITY OCCASIONS FOR RESIDENTS OF THE STUDY AREA
(King, Pierce, and Snohomish Counties)

Activities	Total Number of Activity Occasions by Residents of the Three-County Area
Swimming - Pool - Outdoor	1,157,756
Swimming - Beach	3,833,334
Waterskiing	542,871
Boating (Power)	1,148,523
Boating (Other)	1,848,347
Visiting the Beach/Beachcombing	3,231,375
Fishing	7,443,242
Other Water Activities	278,822
Nature Study	2,511,240
Food Gathering and Collecting	2,875,901
Gardening	12,528,502
Walking for Pleasure (in local park)	2,503,854
Day Hiking	1,966,523
Backpacking	395,151
Camping	8,162,333
Picnicking	2,105,813
Downhill Skiing	1,006,343
Cross-Country Skiing and Snowshoeing	68,474
Snowmobiling	505,971
Other Snow Activities	747,833
Off-road Vehicle Driving	1,091,394
Horseback Riding	956,487
Driving for Pleasure/Sightseeing	10,157,356
Bicycling - Pleasure	3,297,349
Bicycling - Tour	20,312
Hunting	3,055,958
Shooting	609,345
Athletic Field Games	998,957
Baseball - Softball	1,751,951
Tennis	1,080,771
Outdoor Court Games	1,309,169
Playground Activities	515,174
Café	1,079,962
Attending Sporting and Cultural Events	3,290,463
Other	9,777,218



75-A

SNOHOMISH COUNTY AREAS

- 1 EAST ARLINGTON PEG PARK
- 2 STILLACUAMISH RIVER PUBLIC FISH AREA
- 3 GLACIER PEAK WILDERNESS
- 4 MT. PILCHUCK STATE PARK
- 5 EDEY ISLAND WILDLIFE RECREATION AREA
- 6 SILVER LAKE

KING COUNTY AREAS

- A DISCOVERY PARK
- B GOLDEN GARDENS
- C CAPRECH
- D GREEN LAKE
- E ARBORETUM
- F SAND POINT
- G BRIDAL TRAIL STATE PARK
- H SAMMAMISH RIVER
- I MARYMOOR
- J SNOQUALMIE FALLS
- K ALPINE LAKES WILDERNESS
- L LAKE SAMMAMISH STATE PARK
- M COAL CREEK PARK
- N SEWARD PARK
- O ALKI BEACH
- P BLAKE ISLAND STATE PARK
- Q LINCOLN PARK
- R EL MUNDO CO PARK
- S SEAHURST CO PARK
- T SALTWATER STATE PARK (NW TREK)

PIERCE COUNTY AREAS

- a FORT DEFIANCE
- b DASH POINT STATE PARK
- c NISQUALLY RIVER CORRIDOR
- d MOUNT PAINIER NATIONAL PARK
- e ALDER LAKE
- f NW TREK

major existing areas

seattle/everett/tacoma
standard consolidated
statistical area



MARK PAGE

Condition of Areas and Facilities

Based on the field reconnaissance of selected areas, it appears that most facilities are adequately maintained. It should be noted that these observations are based upon cursory examinations conducted during the early spring when vegetation was at its prime and prior to the summer heavy-use period. Some facilities reflected winter closures with picnic tables stacked, overgrown footpaths, and swimming floats dry-docked or beached. Aside from the early spring observations, discussions with representatives of the administering agencies reveal that the general level of maintenance has declined, thus bringing about public criticism. Decreased maintenance, generally the result of budget constraints, has resulted in degradation in the condition and quality of areas and facilities.

Size

The size of existing park, recreation, and open-space areas within the study area range from 0.01 acres in Seattle's Tillikum Place to over 460,000 acres in the Glacier Peak Wilderness Area. The following table indicates the number of areas by size, county, and level of governmental administration.

SIZE OF EXISTING PARK, RECREATIONAL, AND OPEN-SPACE AREAS

	Acres				
	Under 1	1-5	5-25	25-100	Over 100
King County					
City	123	152	110	40	24
County	2	18	45	23	7
State	18	16	10	7	11
Federal	0	0	0	0	2
Pierce County					
City	15	28	30	14	4
County	1	18	8	6	5
State	4	10	16	4	3
Federal	0	1	3	0	0
Snohomish County					
City	11	47	24	12	4
County	1	7	3	10	6
State	17	26	23	4	10
Federal	0	17	7	1	1

ADEQUACY OF EXISTING PARK AND RECREATIONAL OPPORTUNITIES

The SCSA has a wide variety of existing recreational areas and types of facilities with a reasonable balance in the size and distribution of areas. Most recreational areas

are heavily used, resulting in deterioration of some facilities, but the condition of most is adequate. Many areas are accessible by automobile and existing public transportation ranges from good in Seattle to poor in Tacoma.

There are extensive federal lands available for recreational purposes within the SCSA. Most of these are administered by the U.S. Forest Service as part of the Mt. Baker-Snoqualmie National Forest. The national forest lands contain 102 campgrounds and 1,200 miles of trails. In spite of this impressive amount of recreational development, the facilities are inadequate to meet present needs.

In addition to Mt. Ranier National Park, which is located in the southeast section of the study area, two other national parks – Olympic and North Cascades – are located within a few hours driving time of the SCSA residents. Consequently, the Everett/Seattle/Tacoma SCSA has exceptional recreational opportunities available at three nearby national parks.

Public transportation from the SCSA to the outlying federal areas is very limited; therefore, the opportunities afforded by these areas are largely restricted to residents with private transportation. The Hiram M. Chittenden Locks and the Lake Washington Waterside Ship Canal Trail are the only federal recreational areas or facilities within the urbanized portions of the SCSA.

The SCSA contains a few quality state parks, such as Lake Sammamish State Park, but they are not located within the urbanized areas. In spite of location and lack of public transportation, the state facilities are heavily used, and boat launching facilities, in particular, are inadequate for existing needs.

At the regional level, two major problems are apparent in the provision of regional recreational opportunities. First, several specialized facilities which receive regional use, such as Seattle's zoo and aquarium, Tacoma's Point Defiance Park, and Kirkland's waterfront parks, are being financed by local jurisdictions. Regional coordination and financing is difficult to achieve once a single local entity has provided a regional facility. In addition to the need for regional support for certain existing facilities, there is a need for regional coordination to provide new facilities.

The lack of regional team sports facilities is a common problem throughout the study area. Presently, Seattle and King County are cooperatively acquiring, developing, operating, and maintaining one regional sports facility – Fort Dent Athletic Complex – to serve the southern area of the city and county. Additional facilities of this type should be located throughout the three-county area. Coordinated regional efforts are also needed to provide additional boat moorage and launch areas. The provision of opportunities for off-road vehicle use could also require a regional effort.

Although each local jurisdiction has its own system of parks and programs to meet the particular needs of its residents, some unfilled needs are common to all. Boating facilities are generally inadequate throughout the study area and are given high priority by both planners and users of park systems. While swimming beaches are currently adequate to meet existing needs, acquisition to meet future needs should be planned and effected to make the maximum use of available opportunities. Preservation of and access to the shorelines of Puget Sound, Lakes Washington and Sammamish, and other water areas in the study area are continual concerns due to the rapid development of these sites for private purposes. The rate of construction and designation of hiking and biking trails to link facilities also remains behind anticipated needs, although recent projects such as the Burke-Gilman Trail in Seattle and King County are helping to fill the gap.

Park and recreational facilities within the study area are generally well-maintained and heavily used. Many of the older facilities in the systems, however, are in need of renovation and rehabilitation in order to better serve the residents. In Seattle especially, a relatively high percentage of the residents are handicapped and elderly, and extensive modifications are needed to allow increased access and use of the parks by those special groups. Public transportation from the central cities to outlying parks ranges from fair to poor. While recent transportation route changes in Seattle and parts of King County have somewhat improved the situation, the transportation systems in Everett, Tacoma, and the outlying jurisdictions do not complement the delivery of recreational services.

In general, recreation agencies appear to be effectively recognizing and planning for the desires of local urban residents, within the limitations of funding and manpower. Inadequacies identified in this study are recognized in the plans of the recreation agencies in the area. Inadequate boat moorage and water access deficiencies, for example, are to be partially met through development of the Warren G. Magnuson Park and a proposed new marina to be constructed in Seattle. Kirkland is pursuing an acquisition and development program along its Lake Washington shoreline, and the state and several other entities are programing additional funds for such activities. A proposal to involve the federal government in acquisition, either through national recreation area designation or through cooperative agreements, has recently been suggested by Seattle.

To alleviate some of the demand for indoor sports facilities and community center space, the jurisdictions are constructing new facilities. Both Kirkland and Everett have or will have new senior citizen centers. Seattle is presently constructing a new indoor tennis facility and is attempting to reprogram about \$10 million of its Forward Thrust bonds to renovate some existing facilities and to provide new ones in areas currently deficient. The local jurisdictions are attempting to coordinate with each other and with other public agencies, such as schools, to use existing facilities in order to meet needs without extensive investment in new facilities.

PLANNED EXPANSION

FACTORS INFLUENCING EXPANSION

As with most urbanizing areas across the nation, the population of the three-county study area has grown phenomenally since 1962, though growth slowed somewhat during the Boeing Company's employment decline in 1969-70. Most of the population growth has occurred in the suburbs. Population in the Seattle core area has declined over the last 15 years. During the same period, the number of households in the city core has increased. At the present time, only 27 percent of the households are families with children. Changes in population composition has affected city recreational programs. For example, children's playgrounds are now underutilized in neighborhoods which formerly housed families with young children. Concurrently, there has been an increased demand for such activities as tennis, swimming, boating, and the arts.

The exodus from the central city and the development of outlying housing areas generally has not been accompanied by a proportionate increase in suburban recreational facilities. Rapid suburban growth has severely taxed local governments' ability to provide suitable community recreation. In many instances, suburban residents turn to the city for cultural and specialized recreational opportunities. Nonresident use of city facilities puts an additional strain on city finances.

The surge in recreational popularity since the early 1960s has produced marked changes in the recreation systems within the study area. The older established core cities, such as Seattle and Tacoma, entered the sixties with sound basic park systems composed of several quality urban parks. Many of these parks, such as Point Defiance, Volunteer, Jefferson, Woodland, Lincoln, and Seward Parks, were established in the early 1900s. Seattle's basic system, master planned by the Olmsted Brothers, included most of the parks mentioned above and the boulevards along Lake Washington, Duwamish Head, and Elliott Bay. These high quality, traditional park resources provided an excellent foundation for future growth and expansion.

In 1962, Seattle hosted the World's Fair. The 74-acre World's Fair site was developed out of a jumble of deteriorated housing, shabby storefronts, and vacant lots. After the highly successful fair, the site was transformed into the Seattle Center cultural park. Today, the center thrives as a popular year-round regional recreational complex and tourist attraction. The complex contains an opera house, repertory theater, science center, coliseum stadium, art museum, amusement park, exhibition halls, auditorium, and an assortment of restaurants, import shops, and offices. The beautiful fountains, promenades, and landscaped grounds contribute to Seattle's open-space amenities.

By the mid-sixties, Seattle had only $\frac{1}{2}$ acre of parkland per 100 persons, compared to the National Recreation and Park Association's standard national recommendation of 1 acre of developed parkland per 100 persons plus $\frac{1}{2}$ acre held in reserve. Several studies had recommended action in what they described as an almost "too little,

too late" situation. Seattle, as part of a larger countywide improvement program, passed a \$65 million bond issue to expand, modernize, and revitalize its park system. Implementation of this program is well underway and is scheduled to be completed by 1980. The number of city parks has more than doubled, and park acreage has increased significantly. Among the many projects financed have been a new park facility on the downtown waterfront, an aquarium, the freeway park, children's zoo, Gas Works Park, five new swimming pools, and scores of new or revamped playgrounds, playfields, and mini-parks.

In addition, Seattle has received conveyances of two significant surplus federal real properties in recent years. The first, Discovery Park, was made possible through transfers in 1972 and 1973 of 397 surplus acres at the former Fort Lawton fronting on Puget Sound. The park is being developed with limited vehicular access and provides nature-oriented activities in sharp contrast to the surrounding highly urbanized area. The second significant conveyance involved approximately 200 acres of the former Sand Point Naval Air Station on Lake Washington. Conveyed to the city in 1975, this prized waterfront property is being redeveloped into a major city park. The Sand Point site was recently named Warren G. Magnuson Park after Washington's senator.

Cooperative activities among agencies is a growing trend. The Army Corps of Engineers, for example, worked with the Seattle Garden Club in developing 1,200 feet of the Lake Washington Ship Canal Waterside Trail. Seattle is involved in a number of successful cooperative endeavors with other agencies and interests. Illustrative of these joint ventures are projects involving King County (Burke-Gilman Bicycle Trail), Corps of Engineers (Hiram M. Chittenden Locks Park), and United Indians of All Tribes Foundation (Indian Cultural Center at Discovery Park). Somewhat akin to cooperative ventures is the use of youth and volunteer groups. The city of Bellevue, for example, used a youth group in constructing a 3-mile floating trail in Bellevue Nature Park. The Boy Scouts and a U. S. Army Reserve engineering unit developed McDonald Park, a King County facility on the Tolt River. Other jurisdictions have also worked to varying extents with park volunteer groups.

The city of Everett has experienced rapid growth in its park system, especially during the past five years. In 1971, the city had 295 acres of land; as of April 10, 1976, the city had acquired and developed 626 acres of land, including the development and refurbishment of six parks, one additional municipal golf course, and a new indoor/outdoor swimming pool. The city is presently developing a million dollar senior citizens center. This growth represents a 112 percent gain in the city park system within a 5-year period.

King County has expanded and improved its park and recreation system in recent years. This has been largely accomplished through the 1968 passage of the Forward Thrust bond issue proposition. The 72-acre Luther Burbank Park on Lake Washington, 185-acre Ed Munro Seahurst Park with a mile-long Puget Sound beach, 279-acre Coal Creek natural

watershed area, 16 swimming pools, and many other facilities were made possible through Forward Thrust. The county recently completed the construction of a major (65,000-seat capacity) covered, all-purpose stadium (Kingdome Stadium) for athletic sports and special events near downtown Seattle. The stadium is the home of professional football, soccer, and baseball teams, as well as the site for major trade shows, boat shows, auto shows, concerts, and other regional and national events.

Since 1962 there has been an increased public interest and citizen participation in determining the destiny of parks and recreational programs. This interest has been manifested by public participation in advisory councils, park boards, special task forces, public meetings, and involvement of citizen volunteers in structuring park and recreation bond propositions. Most noteworthy in this regard was the highly successful Forward Thrust bond issue. Between 1966-68, area citizens joined in a combined effort to plan a capital improvements program and draft the implementing bond proposals known as Forward Thrust to make King County, Seattle, and satellite cities a better place to live.

Coupled with the trend of increased public involvement has been the voter success of local park and recreation initiatives. The Forward Thrust experience is indicative of the growing success in the use of bond propositions to fund needed park and recreational improvements. Under the Forward Thrust program, several propositions, involving many Seattle and King County services, were included — parks and recreation, a \$40 million stadium, storm sewers, youth center expansions, transportation, fire protection, and neighborhood improvements. Total cost of these propositions amounted to \$800 million. At a special election in February 1968, voters approved several of the propositions amounting to \$334 million. Included in this amount was \$118 million for parks and recreation. At that time, it was the largest amount passed by local government in the nation for parks and recreational purposes. Between 1968 and 1976, 3,821 acres of parkland in King County and Seattle was acquired; 4,900 acres developed; and 58,000 trees and shrubs planted with Forward Thrust funds. The new all-purpose stadium is now in operation. Although construction costs exceeded the original \$40 million, the stadium finished its first year of operation "in the black." Seattle voters will decide in November 1977 how the \$10 million remaining in the city's share of Forward Thrust money will be spent, following a review and reevaluation of the remaining balance of the 12-year program and elimination of projects no longer considered workable.

In many cases, Forward Thrust bonds have been used as "seed" money to attract additional grants or matching funds. One example is the unusual 3.5-acre downtown Freeway Park built atop a bridge over the freeway. The \$1.2 million in Forward Thrust money has blossomed into an \$11 million project which reclaims previously unused air space over the freeway. In addition to Forward Thrust bonds, the project now includes funding from the State Highway Department, the IAC, Seattle parking bonds, funds from private owners of the adjoining Park Place office building, gifts from private donors, and grants from the Departments of Transportation and Housing and Urban Development.



Freeway Park - Seattle



The growing success and local support within the SCSA of bond propositions for park and recreational purposes is best summarized by the following tabulation of propositions passed since 1936.

**VOTER APPROVED BOND PROPOSITIONS
1966 TO 1976**

<u>Jurisdiction</u>	<u>Year</u>	<u>Amount</u>	<u>Purpose</u>
Kirkland	1966	\$ 199,000	Acquisition and development of parks.
Mercer Island	1966	400,000	Neighborhood parks and playground.
Redmond	1966	175,000	Parks.
Seattle and King County	1968	118,000,000	Acquisition and development of parks and recreational facilities.
Snohomish County	1967	2,000,000	Acquisition of parks and recreational areas and development of picnicking, camping, boating, and playground facilities.
Mercer Island	1972	300,000	Development of 17 miles of pedestrian and bicycle trails.
Redmond	1976	2,500,000	Improve the 172-acre park system and acquire new neighborhood park facilities.
Kirkland	1976	1,025,000	Acquisition of a 9-hole golf course, additional waterfront parks, a senior citizens' center, improvements to a library located in a park (includes purchase of an emergency aid car).

Another trend during the past 15 years has been a growing interest in environmental education. Specialized classes such as mountain climbing and survival techniques are taught by private interest groups at city centers on a fee basis. There has been an increase in guided nature walks, nature study groups, and in the number of nature trails available for public use. The Seattle Parks and Recreation Department, in cooperation with the National Park Service, has established a National Environmental Study Area within Discovery Park. In conjunction with the study area, the department has initiated a special ranger/naturalist program in Discovery Park in order to further promote environmental education. Attempts are being made to establish a second National Environmental Study Area at Tacoma's Northwest Trek. The National Park Service and the U.S. Forest Service provide environmental education programs within the study area by conducting environmental workshops and supplying printed environmental material. Two thousand educators have been contacted by the National Park Service, primarily through the environmental workshops in the past 4 years. Local school districts also conduct programs that often include field trips. In some instances, new schools have been constructed in areas where the surrounding school grounds can serve as an environmental laboratory coordinated with the school curriculum.

Some improvement has been made in providing public transportation to park and recreational areas during the last 15 years, but more needs to be done. There has been notable improvement in the dissemination of public information on areas and facilities serviced by public transportation. Hopefully, the consolidation of former city-operated bus systems in recent years will result in further improvements.

The Summer Recreation Support Program during 1970-73 was instrumental in drawing attention to the fact that the needs of all youth in the communities were not being served by traditional programming. As a result, Tacoma and Seattle broadened the scope of their year-round services to include the economically deprived, ethnic minorities, and the handicapped. With the recognition that recreation must serve everybody, more attention began to focus on another largely unserved segment of the population -- the elderly. The result has been the establishment of publicly financed and programmed senior centers at many sites in the SCSA, including Kirkland and Everett. Some indications are, however, that handicapped and senior citizens want their needs accommodated at general public facilities instead of having separate sites for their exclusive use.

Several sources of federal assistance have been utilized within the SCSA in providing recreational opportunities. Until its termination in 1973, HUD's Open Space was used extensively within the SCSA. Of the \$9.9 million that was available statewide from this program, \$5.3 million was used for projects within the SCSA. Seattle received \$3.8 million alone, or 38 percent of the state's total. The LWCF, administered by BOR through the state IAC, is becoming an increasingly important source of federal financial assistance to urban communities, particularly since termination of the HUD

Open Space Program. Since enactment of the fund, almost \$9,500,000 in federal funds have been provided within the SCSA to state and local governments in the acquisition and development of park and recreational areas. These funds have been matched with an equal share of state and local monies. In addition to recreational development, the LWCF has assisted in acquiring 2,944 acres of park and recreational properties within the SCSA.

The most important single source of financial assistance has unquestionably been the state IAC. The committee has provided over \$26.5 million in state assistance within the SCSA. Of this amount, \$4.6 million went to Seattle and \$172,600 to Tacoma, including its Metropolitan Park District. The following table summarizes LWCF and IAC grants made within the SCSA.

The Federal Surplus Property for Parks and Recreation Program is another important source of federal assistance in providing land for park and recreation purposes. This program is administered by the Bureau of Outdoor Recreation (BOR) and has resulted in some highly significant conveyances of federal lands to state and local governments. The following table summarizes conveyances made within the study area.

<u>Jurisdiction</u>	<u>Number of Parcels</u>	<u>Average</u>
Washington State Park & Recreation Commission	2	2
King County	5	136
Snohomish County	1	40
City of Auburn	1	6
City of Everett	1	60
City of Kirkland	1	15
City of Lake Forest Park	1	9
City of Redmond	1	5
City of Seattle	5	605
Total	18	878

Perhaps most significant among the 18 parcels conveyed are the 297 acres of former Fort Lawton for Discovery Park and 196 acres of the surplus Sand Point Naval Support Facility for the Warren G. Magnuson Park. Under authority of an amendment to the Federal Surplus Property Act passed in 1970, a sizeable portion of Fort Lawton was transferred by BOR to Seattle in September 1972 at no cost. As a result, Forward Thrust bond money, originally earmarked for acquisition, was used to finance planning and construction. This portion of Fort Lawton is now Discovery Park, the city's largest park.

**FEDERAL (LMCF) AND STATE (IAC)
FINANCIAL ASSISTANCE WITHIN THE BCSA**

<u>Project Sponsor</u>	<u>LMCF¹</u>	<u>IAC²</u>
King County:		
State Agencies		
State Parks	\$1,867,008.47	\$3,816,390.30
Department of Game	326,150.00	984,958.89
Department of Natural Resources	65,377.89	116,740.25
County Agencies		
King County	1,363,426.00	4,252,335.06
City Agencies		
Seattle	1,067,311.09	4,580,093.59
Renton	266,708.01	662,391.27
Bellevue	1,071,356.57	859,279.76
Duvall	9,342.09	4,671.04
Kent	371,530.00	941,640.00
North Bend	56,000.00	28,000.00
Kirkland	110,944.28	296,409.51
Auburn	69,300.00	430,491.75
Issaquah	62,498.80	12,376.00
Burien	120,083.00	58,447.00
Clyde Hill	-	69,883.00
Des Moines	-	6,000.00
Enumclaw	-	64,820.27
Lake Forest Park	-	53,685.75
Medina	-	55,214.73
Mercer Island	-	686,827.81
Normandy Park	-	70,000.00
Pacific	-	51,321.41
Redmond	-	533,606.45
Shoreline	-	7,312.00
Turner Point	-	32,250.00
University of Washington	45,000.00	-
County Total	\$6,662,996.30	\$18,166,195.64
Pierce County:		
State Agencies		
Department of Natural Resources	38,050.00	173,543.50
Department of Game	-	11,538.46

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ABBREVIATIONS

BIA -	Bureau of Indian Affairs
BOR -	Bureau of Outdoor Recreation
CDBG -	Community Development Block Grant
CETA -	Comprehensive Employment and Training Act
EDA -	Economic Development Administration
HEW -	U.S. Department of Health, Education, and Welfare
HUD -	U.S. Department of Housing and Urban Development
IAC -	Interagency Committee on Outdoor Recreation
LWCF -	Land and Water Conservation Fund
METRO -	Municipality of Metro Seattle
SCORP -	Statewide Comprehensive Outdoor Recreation Plan
SCSA -	Standard Consolidated Statistical Area
UITAF -	United Indians of All Tribes Foundation
SPICE -	School Program Involving Our City's Elderly

Project Sponsor	LWCF ¹	IAC ²
County Agencies		
Pierce County	70,000.00	156,087.50
City Agencies		
Tacoma	69,300.00	81,841.16
Puyallup	94,500.00	646,312.50
Steilacoom	153,250.00	61,300.00
Bonney Lake	—	33,880.00
Buckley	—	94,776.00
Fircrest	—	152,865.00
Milton	—	110,527.75
Tacoma Metropolitan Park District	236,699.00	90,750.00
County Total	\$ 659,859.00	\$1,621,421.89
Snohomish County:		
State Agencies		
State Parks	279,410.00	279,410.00
Department of Natural Resources	22,358.87	547,332.00
Department of Game	217,957.05	545,057.00
County Agencies		
Snohomish County	222,200.00	2,444,187.50
City Agencies		
Mountlake Terrace	181,474.72	493,628.70
Lynnwood	106,756.54	450,730.46
Arlington	6,120.00	—
Edmonds	218,395.00	74,875.00
Marysville	356,300.00	178,150.00
Everett	288,797.20	790,509.93
Stanwood	10,250.00	69,250.00
Snohomish	169,440.20	109,817.14
Brier	—	112,957.50
Lake Stevens	—	56,901.75
Port of Everett	—	578,250.00
County Total	\$2,139,477.58	\$6,731,057.03
Total SCSA	\$9,462,332.88	\$26,538,674.56

¹ BOR data as of May 31, 1977

² IAC data as of September 1978.

PERCEIVED NEEDS BY STATE AND LOCAL GOVERNMENTS

The most immediate and universal need is operations and maintenance funds. Many parks and recreation departments have been forced to curtail maintenance and services because of lack of funds. Without adequate money, it is impossible to keep recreational facilities in a safe, attractive, and usable condition. Funds are also needed for major rehabilitation of certain facilities.

Some jurisdictions stated that land acquisition funds are needed in order to purchase available lands before they are developed for other purposes. This is a serious problem for those growing communities that wish to preserve choice recreational properties while they are still affordable.

More multipurpose neighborhood parks and playfields similar to those now in existence are needed to serve all segments of the neighborhoods. Special emphasis should be placed on facilities for the elderly, the handicapped, and the various ethnic groups.

Boat launching facilities along most of Puget Sound from Everett to Tacoma are in short supply. Boat launching facilities on Lake Washington are also inadequate, especially on the northern shores of the lake. Shoreline property for recreational use should be acquired as it is limited and will become more scarce and costly in the future.

As leisure time increases, more facilities and programs will be needed in the arts, music, crafts, dramatics, community gardens, and sports.

The May 1973 edition of the Washington State Comprehensive Outdoor Recreation and Open Space Plan summarized needs of the area as follows:

Despite a wealth of recreational resources, the demand generated in the district results in needs for acquisition and development of recreation lands statewide. Of the 190 million activity occasions identified in the demand survey, Puget Sound residents account for 118 million or approximately 62 percent of all occasions by state residents. Because this demand is so great, the available resources within the district, even if developed to their potential, cannot meet existing and projected demand for any of the area types.

The 1970 Central Puget Sound population of 1,937,000 (56 percent of the state's population) is expected to increase by another 400,000 by 1990. The combined efforts of local, state, and federal agencies will be necessary to acquire and develop adequate lands and facilities to stay abreast of population increases.

The following chart taken from the May 1973 edition of the Washington Statewide Comprehensive Outdoor Recreation and Open Space Plan illustrates recreational needs of the district.

ACQUISITION AND DEVELOPMENT COSTS TO MEET RECREATIONAL DEFICIENCIES

User Area Types	Acres Deficient in District to Meet Need		Cost in Thousands of Dollars			
	1970	1980	1970	1980	Development 1970	1980
Small Urban	1,178	1,270	28,661	56,002	40,578	54,124
Large Urban	4,408	5,174	98,218	194,687	33,332	55,432
Regional ¹	40,094	43,755	323,000	1,297,483	69,236	135,234
Winter Sports ²	1,794	2,080			2,779	4,530
Golf Courses	6,564	7,658	32,786	80,441	46,271	34,757
Freshwater Shorelands ³	33,704	36,394	163,206	1,047,348	53,270	79,230
Saltwater Shorelands ⁴	16,037	17,484	383,000	2,047,348	12,338	21,318
Urban Trails	2,411	2,588	29,534	75,136	19,164	32,464
Nonurban Trails					1,337	2,180

¹ 16,322 acres in 1970 and 21,112 acres in 1980 need to be acquired in the district; the remaining needs should be satisfied outside the district.

² Needs to be met outside the district.

³ Estimated potential of 4,230 acres available in District 4.

⁴ Estimated potential 7,760 acres available in District 4.

CONSERVATION AREA TYPES DEVELOPMENT

	1970	1980
Forests	2,028	3,306
Wildlife Habitat	9	15
Historical Culture	1,337	2,180
Outstanding Natural	518	345

Variances Between Inner-City and Suburban Jurisdictions

Central cities, particularly Seattle, need to rehabilitate old existing structures and outmoded parks. Central cities are experiencing changing neighborhood populations. These changes alter the demand for various types of recreation. New suburban housing development and population growth within the SCSA is producing demands for neighborhood recreational opportunities characteristic of younger growing families. Suburban jurisdictions need new parks and facilities in expanding neighborhoods.

PLANS FOR ACQUISITION AND DEVELOPMENT

The plans of federal agencies for open-space expansion and development appear to be limited. The largest federal land management agency in the study area – the U. S. Forest Service – has no plans for acquiring additional lands in the three-county area, except for lands in the Alpine Lakes Wilderness Area. U.S. Forest Service development plans for the next 5 years are confined almost entirely to construction of trailheads and to water developments in existing campgrounds, which are needed to meet water quality standards.

The National Park Service has no immediate plans for acquisition or development in Mount Rainier National Park. Long-term plans call for modifying existing sites, as necessary, to accommodate increased visitation.

The Washington State Parks and Recreation Commission has cooperated with the city of Bellevue and a private developer in an attempt to make the Mercer Slough Park a reality. Plans for the park include lagoons, canoe trails, nature trails, picnic area, and an interpretive center. Total minimum development costs for the project are estimated to be \$466,900. In 1970, the total minimum operational costs were estimated to be \$32,754 per year.

The State Parks and Recreation Commission has also expressed an interest in developing a boat launching area, parking area, picnic ground, and nature trails at Yarrow Bay. The Yarrow Bay property offers favorable topography along with easy access from the major population centers of the area. Minimum development cost is estimated to be \$266,800. In 1970, the total minimum operating costs were estimated to be \$3,177 per year.

The state has proposed development of the Green River Gorge and has begun acquisition of property for the 12-mile Green River Gorge Conservation Area. Total land acquisition costs are expected to be approximately \$2,000,000. The state has also expressed interest in developing Mount Si and the Three Forks near the Snoqualmie River, but plans are not yet available.

Plans of the three counties within the SCSA recognize the need for both land acquisition and development. Recreational needs have been determined and some sites have been identified. Pierce County expressed a need for 653 acres of small urban parkland and 470 acres of large urban parkland. This need is expected to increase to 1,171 acres of small urban parkland and 815 acres of large parkland by 1990. Most of the need for small urban parkland is in the developing suburban areas surrounding Tacoma. Large urban parkland needs include acquisition and development of easily accessible saltwater and freshwater shoreline. In addition, the county also wishes to develop a system of trails and to preserve a substantial amount of open space in its urbanizing areas.

An immediate goal in Snohomish County is development of criteria to define the terms for accepting donated land from land developers. Five-year plans are to acquire approximately 600 acres of land for recreational uses. Acquisition of one 9.5-acre parcel of land will probably require a bond issue, while 550 acres for recreational uses may be donated to the county by a land development company. Through Snohomish County Parks Department plans to work closely with the Washington State Department of Natural Resources to provide all-terrain vehicle and horse trails.

Long-term plans for Snohomish County include acquisition of a large corridor of land in the Swamp Creek area east of the town of Brier. One of the major considerations of the long-term plan for King County is the development of athletic fields. It is hoped that construction can be achieved largely through a coordinated effort with the schools.

Snohomish County plans to develop an 18-hole golf course and a fishing pier at Kayak Point and expand camping facilities at Kayak Point and at Lake Roseiger. King County may adopt a regional acquisition project using funds designated for some of the Forward Thrust projects that did not materialize. Other plans for improvements include converting an abandoned railroad right-of-way to a trail.

King County's most immediate plan is to complete its share of the Forward Thrust program by 1980. Acquisition of recreation lands, especially waterfront property, is an immediate goal. Plans for the next 5 years include more land acquisition and will require another bond issue.

King County suggested that an inventory analysis of existing recreational facilities is in order to determine what is needed and where facilities should be located. Most plans determine the range of future needs but do not include cost estimates. The specific project sites and dates of construction are as yet undetermined.

Sources of financing for implementation of future plans are expected to be the same as those presently used by the jurisdictions. A complete breakout of funding is covered in the Parks and Recreation Financing section of this report.

Without exception, the constraint most often mentioned by parks and recreation personnel was lack of funding. This is true from the federal level down to the smaller city level. An example of a rather unusual restraint was given by Snohomish County. In that county, all public works projects over \$1,000 must be put out on public bid. The county parks department has found it difficult at times to differentiate between in-house maintenance projects and construction projects that are subject to bid. This county regulation tends to restrict the county in what it can do with its work force, including employees funded through federal programs.

Other than outright purchase or the usual zoning mechanisms, few options have been used for preservation of open space. King County has a policy allowing public access rights on fishing streams in any subdivision. Also, 5 percent of the land in new subdivisions is dedicated to open space and is placed under the jurisdiction of the county parks department. The greatest drawback to this regulation is that the dedicated lands are often undesirable as recreational property. An improvement to the regulation would be to allow the county parks department to select the lands that would be most suitable for recreational purposes.

Priorities vary greatly among jurisdictions. In most instances, priorities are determined by the limited number of options for open-space expansion and development. County priorities varied from the establishment of Picnic Point Park in Snohomish County to completing the Forward Thrust program in King County.

Cities' acquisition priorities are on lands for the development of trails, playgrounds, and athletic fields, and waterfront purchases. Priorities were formulated, in part, by conducting public meetings, by meeting with different levels of government, and by meeting with officials of other jurisdictions. In many instances, final priorities were determined, or at least greatly influenced, by the amount of available financing. Another important criteria in setting priorities was the availability of certain desirable open spaces.

Most of the cities in the SCSA have plans for very modest open-space expansion. Cities are severely limited by cost and availability of urban open space suitable for recreational purposes. The city of Renton plans to acquire 45 acres of natural land in the immediate future. Citywide development plans include the construction of approximately five new playgrounds and three or four tennis courts. The tennis courts are to be located atop the city's water reservoir.

Inner-city priorities are oriented toward the development of playgrounds, athletic fields, and tennis courts, while suburban jurisdictions tend to be more oriented to acquisition of recreational property. This is probably because the cities have already acquired substantial recreational property, and very few large parcels of suitable open space remain. In the suburbs, the opposite is true — very few parcels of open-space land have been acquired, but adequate open-space property remains.

POTENTIAL EXPANSION

POTENTIAL RESOURCES FOR MEETING URBAN RECREATIONAL NEEDS

The study area reconnaissance had two major objectives – to identify open and undeveloped land which could meet significant urban recreational needs and to identify resources with potentially significant open space, natural, scenic, or cultural value worthy of additional preservation. Consideration was also given to the suitability of resources for possible inclusion in the National Park System.

The population of the study area influences park and recreational uses beyond the limits of the SCSA, particularly in Kitsap County and in portions of Jefferson and Mason Counties. The total land base, adjacent to Puget Sound and Hood Canal, covers about 8,000 square miles, of which approximately 58 percent consists of forest reserves, national forests and parks, and major forest industry lands. The remaining 42 percent includes developed and undeveloped land – urban open space, parks and recreation, conservation, and military reservations. Large increases in industrial or suburban development at the expense of conservation lands, especially prime agricultural lands, are predicted. Acquisitions of urban open space could be increased with proper planning.

During the inventory, it was apparent that much of the open space in the SCSA was not usable because of location, lack of distinctive characteristics, or because of its high value for agricultural or timber land and other purposes. In some instances, management practices and policies limit its availability for recreational uses. This land also seems relatively secure from normal urban development pressures.

Within the Everett/Seattle/Tacoma SCSA, 29,200 acres are managed for park and recreational purposes by 76 state, county, and city agencies. Federal agencies administer approximately 629,000 acres. An estimated 17 percent of the land in the region with potential for recreational and conservation purposes is subject to urbanization pressures. Within this framework, taking into consideration existing and anticipated conditions such as energy problems, changes in the economy, and technological advancement, 28 potential recreation and/or conservation sites were selected as a result of this study.

Some of the potential sites had already been identified in existing plans and programs of park and recreation agencies. In some cases, acquisition and/or development had already begun. Other sites are being held pending local land-use decisions. The accompanying map shows the location of the 28 identified areas.

Of the 28 areas, 12 were determined by the study to have the highest potential for meeting significant urban recreational needs. These include the following:



95-A

POTENTIAL PARK AND OPEN SPACE AREAS

- 1 APPLE TREE COVE/POINT-HO-POINT
- 2 SCRIBER LAKE
- 3 SACKOMISH RIVER DELTA
- 4 SPYROMISH RIVER VALLEY
- 5 SAMMAMISH RIVER CORRIDOR
- 6 BELLEVUE AIRPORT
- 7 TIGER MOUNTAIN
- 8 CEDAR RIVER CORRIDOR
- 9 GREEN RIVER CORRIDOR
- 10 ROBINSON FORT
- 11 MAGNITA BEACH
- 12 WHITE RIVER CORRIDOR
- 13 SWAN CREEK
- 14 COMMENCEMENT BAY
- 15 FORT LEWIS
- 16 N W TRAIL

AREAS TO MEET URBAN NEEDS

- A ST EDWARDS SEMINARY
- B SAND POINT
- C YARROW BAY
- D MERCER SLOUGH
- E LOWER RYALLUP VALLEY
- F CHAMBERS CREEK

AREAS TO MEET REGIONAL NEEDS

- a SHOQUALMIE - SACKOMISH RIVER CORRIDOR
- b MT TENNESSEE - MT. SI - S FORK
- c GREEN RIVER GORGE
- d McNEIL ISLAND
- e NEQUALLY RIVER PARK
- f HOOD CANAL

CASE STUDIES

seattle/everett/tacoma
standard consolidated
statistical area



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<u>Name</u>	<u>Priority</u>
Sand Point	1
Mercer Slough	2
St. Edward's Seminary	3
Yarrow Point	4
Chambers Creek	5
Lower Puyallup Valley	6

Those with significant potential recreation, park, or open-space values include:

<u>Name</u>	<u>Priority</u>
Green River Gorge	1
Three Forks Park and Mt. Si/Mt. Teneriffe Conservation Area	2
Snoqualmie-Snohomish River Valley	3
Nisqually River Corridor	4
Hood Canal	5
McNeil Island	6

The resources of these 12 areas and their potential significance are summarized below.

Open-Space Sites with Potential to Meet Urban Needs

Sand Point: This site is a 400-acre former U.S. Naval Air Support facility within Seattle's city limits, bordered on the north and east by Lake Washington. The site is level, with little vegetation except for landscaping on the west around the buildings which were part of the former naval operation. Airplane runways occupy most of the central and eastern portion of the site.

In 1975, 195.6 acres at Sand Point were transferred without cost to Seattle under the Federal Surplus Property program. A major city park, named for Washington's Senator Warren G. Magnuson, is now under development on the site.

The park will provide excellent beach facilities and boat launching access to Lake Washington. Much needed tennis courts, baseball fields, soccer fields, and parking will be developed on the large level areas. Space is adequate for specialized recreational activities for the elderly and the handicapped.

Mercer Slough: Mercer Slough, in King County, lies within the Bellevue city limits near the I-90 and I-405 interchange. Public transportation is available along these routes. The Bellevue city center is about 1 mile north, and the Eastgate shopping center is less than 2 miles from the site. The Washington State Parks and Recreation Commission owns 89 acres; the city of Bellevue owns 53 acres.

The slough, a relatively flat peat deposit about 2 miles long by ¼-mile wide, fills a valley between moderately steep slopes. The peat, estimated to be 100 feet deep in spots, is saturated with underground water and may be floating.

Most of the suggested park area supports a variety of plant species typical of deep peat deposits. An ecological succession profile of open water vegetation to dry upland trees and shrubs is characteristic of this relatively small area. Unfortunately some of the key succession stages have been destroyed by land fills and cultivation.

The 1973 *Washington Statewide Comprehensive Outdoor Recreation and Open Space Plan* lists a need for public access to wetlands in the central Puget Sound area. Mercer Slough is an interesting ecological wetland near the population center of the state that can help meet this need.

The primary objective is conservation as natural open space and for public education and ecological interpretation within the SCSA. Some 216,000 school children, organized groups, and individuals interested in studying ecology and related subjects could benefit from an environmental interpretation facility at the site. The site could also support day-use facilities, such as canoeing and picnicking, but the physical characteristics of the slough preclude types of development which would require extensive land fill, piling, or other supportive means.

This regionally significant site could be administered best as a unit of the state park system. Development and operations costs as estimated by the Washington State Parks and Recreation Commission in 1970 are as follows:

	Development	Operation
Minimum	\$467,000	\$ 66,000
Extended	200,000	32,000
Optimum	86,000	19,000
Total	\$753,000	\$117,000

St. Edward's Seminary: The 315-acre St. Edward's Seminary property, with about 2,600 feet of prime waterfront on the northeast shore of Lake Washington, is owned by the Catholic Archdiocese of Seattle. The seminary has been closed, and the forested property with its buildings, is now for sale. The church plans to retain about 60 acres surrounding the St. Thomas Seminary. The 1977 Washington state legislature appropriated \$52 million toward its purchase if the transaction is concluded before February 15, 1978. The state has offered \$7 million, contingent upon receiving a \$1.75 million grant from LWCF monies; the status of the federal grant will not be known until the fall of 1977. If this is not forthcoming, and the state is unable to raise the amount elsewhere, the archdiocese will probably sell to a group of private developers who have made an offer

approaching that of the state. The tract would adapt well to high-quality residential use, and privately developed housing would bring premium prices. The archdiocese would like to make the sale to the state, but at this time it is unknown whether they will hold it until the February 15 deadline.

The seminary property, about 15 miles from Seattle's city center, lies within the metropolitan area but outside the city limits of any incorporated municipality. Permitted land uses and lack of direct public transportation access might be limiting factors to some degree. Public transit serves the general area, but there is no direct service to the site.

Little undeveloped waterfront remains on Lake Washington or other lakes in the SCSA. Likewise, few tracts of this size remain that are unspoiled by various developments. Present developments on the site include church and educational buildings, living quarters, and sports and recreational facilities. These could be used as a nucleus for additional recreational facilities, including sports complexes which are needed within the SCSA. The site would be regionally significant.

Yarrow Point. This 80-acre property has 850 feet of waterfront on the northerly side of Yarrow Bay, an arm of Lake Washington. It adjoins a large waterfront lot, single residential subdivision, and the Yarrow Point Tennis and Sailing Club. The property is privately owned and has been appraised in excess of \$1,870,000. However, there is a possibility of a bargain sale since zoning limits development of the property as originally planned.

Topography is undulating with a slight slope to the north. The major portion of the site was submerged prior to the lowering of Lake Washington following construction of the Lake Union segment of the Lake Washington Ship Canal. Soil is generally bog-type with peat found in varying depths, and the site is covered with a relatively dense cover of native brush and trees.

Yarrow Point extends southerly from the shoreline to Points Drive, a frontage road serving State Route 520, and westerly from N.E. Lake Washington Boulevard, a distance of 1,200 to 1,400 feet. Both routes have auto and public transportation. The site is 1 mile from Kirkland's main shopping district to the north and about 8 miles from downtown Seattle.

Yarrow Point has regional significance, best suited for development of much needed boating access to Lake Washington and associated day use in a natural setting with nature trails and interpretive signing. It is a wildlife area for birds and migratory waterfowl - values that should be recognized in the development program.

The greatest limitation to development is the underlying peat formation, varying from 20 to 40 feet in depth. This peat formation may cover the entire area and portions

of the site have gravel overlay, so soil studies to ascertain building requirements would be necessary.

The Washington Statewide Comprehensive Outdoor Recreation and Open Space Plan; The Pleasure Boating Study, Puget Sound and Adjacent Waters, 1968; and the Washington State Parks and Recreation Commission Comprehensive Long Range Plan (1972-1982), Capital Investment Needs all attest to the need for an area of the Yarrow Point type. Acquisition and development of this site in the near future would therefore be appropriate.

The Washington State Parks and Recreation Commission, which has expressed interest in the site, conducted preliminary studies in 1970. Development and annual operation costs for minimum, extended, and optimum development were estimated as follows:

	Development	Operation
Minimum	\$267,000	\$ 6,400
Extended	46,000	500
Optimum	96,000	9,872
Total	\$409,000	\$17,000

Chambers Creek: This creek has unusual geological, hydrological, and ecological qualities. A canyon at sea level on Puget Sound gradually rises in elevation until reaching Steilacoom Lake, directly south of the South Tacoma Game Farm operated by the Washington State Department of Game. Along part of the creek, impressive canyon walls rise to more than 200 feet. The canyon is nearly 4 miles long and approximately $\frac{1}{2}$ mile wide. Lush vegetation grows in the canyon, with ecological variety perhaps unparalleled in the south Puget Sound area. Establishment of a park would preserve this environment as a locally significant natural area and an anadromous fish run.

The area covers approximately 1,500 acres. The Washington State Department of Game owns 107 acres; Pierce County owns 150 acres. Estimated acquisition cost is \$7.5 million.

The site is approximately 8 miles south of Tacoma and 41 miles south of Seattle, and Tacoma buses run close to the site.

Although the area would make a desirable county park, the topography and ecology of the canyon limits it to certain types of development and would not meet current recreational needs. Costs of development to its highest potential could range from \$1 to \$6 million. Operational costs could range from \$100,000 to \$500,000.

Lower Puyallup Valley: The Lower Puyallup Valley, a land area of about 4,000 acres, is an outstanding and irreplaceable resource with significant potential for open-space preservation. Most of the acreage is privately owned. The valley is a continuous flat-floored lowland of fertile soils formed by fine alluvial sediments deposited by the Puyallup River and its tributaries. Approximately 2 miles wide, the lowland is bounded on the northeast and southwest by parallel bluffs which rise abruptly about 250 feet to gently rolling uplands. The Puyallup River, as it flows through the lower valley and into Commencement Bay bordering Tacoma, is entirely contained by man-made levees.

The area lies between the incorporated cities of Tacoma and Puyallup and the town of Fife. The distance from Tacoma, via I-5 and SR 410, ranges from 6 to 10 miles. Public transit serves portions of the valley.

Although the valley has been subject to progressive urbanization, several thousand acres remain in agricultural production and low density residential use. Vegetable, cane berry, and lower bulb crops are important to the economy of the state. The valley leads the nation in flower bulb production. Persons seeking recreation find many opportunities for sightseeing and driving for pleasure when the flower bulb producing fields are in bloom and when other agricultural products are on display during state and local fairs.

The major goal is to maintain this area as open space or agricultural land, so no fee acquisition is necessary. However, based on the IAC standard acquisition costs, these lands would cost an estimated \$20 million if purchase was necessary. Local provisions to protect these agricultural lands have been fragmented in this area where development pressures have increased substantially. If zoning is changed, critical recreational and agricultural resources could be lost.

Sites to Preserve Significant Park, Recreation, or Open-Space Values

Green River Gorge: The 12-mile Green River Gorge lies about midway between the river's source in the Cascade Mountains and its mouth on Puget Sound. It is centrally located in the Puget Sound Basin between Glacier Peak and Mount Rainier. It lies about 12 miles east of Tacoma and is within an hour's drive for 1.7 million people.

Wolf Bauer, in a Seattle Times article entitled "Ribbons of Wilderness in our Midst," described the gorge as follows:

Here the Green River has cut through Eocene sediments of the Puget Sound group of rocks exposing some 9,000 feet of tilted strata to uncover one of the most complete stratigraphic sections to be found in the region. Since many shales and sandstones were laid down millions of years ago during tropical climates, the most casual visitor will be particularly intrigued to see first-hand imbedded fossils and fossil imprints of shells and vegetation, as well as carbon remains and coal seams.

Down its cliffs and gentler draws remain untouched first-growth stands of evergreens above mossy and fern-covered grottos with myriads of tiny waterfalls seeping down the canyon walls . . . as a self-sustaining botanical and zoological garden, the Gorge represents an ecological entity which owes its close-in existence and character entirely to its protective canyon walls rising up to 300 feet above the river bed.

The Washington state legislature has recognized the statewide significance of the Green River Gorge. Local and statewide plans also cite it as worthy of protection.

The Washington State Parks and Recreation Commission, under authority of WRC 43.51.900, has begun acquisition of lands in the 12-mile stretch of the Green River Gorge Conservation Area. Basically, land acquisition will include 1,317 acres in fee title and about 750 acres through scenic easement. Based on IAC estimates, the land acquisition costs will be approximately \$2 million. Both King County and the City of Auburn are also participating in acquisitions in the gorge.

The state presently owns approximately 1,059 acres. Development of facilities and access will make it accessible to more people. Limited development will protect and interpret the biological and geological resources of the site. Many uses, such as hiking, picnicking, fishing, nature study, study of geology, and floating by canoe or kayak, will be possible. Private recreational interests will be encouraged to assist in meeting the recreational needs. Development estimates range to \$3 million with operation costs of \$50,000 annually.

Three Forks Park and Mount Si/Mount Teneriffe Conservation Area: This conservation area is near the city of North Bend where the North, Middle, and South Forks of the Snoqualmie meet and form the main Snoqualmie River. To the east between the North Fork and Middle Fork, Mount Si and Mount Teneriffe rise to elevations of 4,167 feet and 4,797 feet, respectively. These elements make up one of the finest recreational and open-space conservation resources within a reasonable distance of the study area.

The highly potential recreational area, located about 40 miles east of Seattle on I-90, covers approximately 6,000 acres. The major existing portion in public ownership is the 900-acre state forest, administered by the Department of Natural Resources. Private timber lands and quarries occupy much of the remainder.

This park and recreational resource is well suited for general outdoor recreation, camping, picnicking, hiking, and fishing, and could help meet overall recreational needs of the state.

The Interim Snohomish Basin Coordinating Committee, in a report to the governor on the "Findings and Recommendations for Implementing the Mediated Agreement for Land Use and Flood Control Measures in the Snohomish Drainage Basin," recommends legislative action

to protect the visual aesthetics of Mount Si from quarrying. Legislation establishing a Mount Si Conservation Area was passed by the state legislature in 1977.

Acquisition costs based on data supplied by the IAC could approach \$6 million. Preliminary cost estimates for development and operations are \$3 million and \$600,000 per annum, respectively.

Pressures for development in conjunction with present quarry operations and timber harvest stress the need for additional permanent means of protection. The area, which has statewide significance, includes wildlife habitat and a geological landmark.

Snoqualmie-Snohomish River Valley: The Pacific Northwest River Basins Commission is preparing a study for the Snohomish River Basin, one of the major drainages of the Puget Sound region within 40 miles of the population centers of King and Snohomish Counties. The basin covers 1,780 square miles, extending about 45 miles north to south and 45 miles east to west.

One of the major components of the basin is the Snoqualmie-Snohomish River Valley, which includes about 65 miles of river from Snoqualmie Falls to Puget Sound. Basically this unspoiled corridor wanders from Puget Sound saltwater at Everett through pastoral valleys nestled in the foothills. Farming, forestry, recreation, and small nodal communities join to provide a high quality environment.

Principal valley recreational resources include the meandering free-flowing river, an abandoned railroad right-of-way, rural open space, sloughs, the river delta, scenic areas, and an anadromous fishery.

Threats to the area include uncontrolled and unplanned urban sprawl which could damage the large, contiguous farm and forest lands that are important to the production of food and fiber. These lands have important recreational and environmental values. The services associated with this sprawl could produce further environmental disruption. The second threat is periodic flooding that causes damage to public property, farmland, and private developments.

The area of the valley exceeds 28,000 acres. Acquisitions for public recreation, however, need not exceed 9,000 acres. These should include key biological functioning delta lakes and small areas along the river. Ecological and environmental preservation in the delta area would meet other needs, but the outstanding public benefit would be open space and greenbelt protection. Landownership and land use present the greatest problems in attaining these goals. Urban sprawl and flood damage add to the constraints.

Automobile access is by I-5 and I-90, U.S. 2, SR 203, and county roads. Public transportation is available to part of the area.

A biking/hiking trail with convenient resting and overnight spots could be developed, making use of the abandoned railroad right-of-way from Snoqualmie Falls downstream to Monroe.

Total acquisition cost could approach \$3.5 million. Development costs could range from \$500,000 to \$1 million, and operations and maintenance costs might approach \$100,000 annually.

The Washington Statewide Comprehensive Outdoor Recreation and Open Space Plan indicates a high need for recreational travel corridors. Action to preserve the Snoqualmie-Snohomish River Valley for park, recreational, and open-space purposes should be undertaken within the next 5 years. This corridor would have statewide significance.

Nisqually River Park: The Nisqually is one of several rivers in the northwest fed by alpine glaciers that flow to saltwater estuaries, traversing many humid mid-latitude environments. The river links two nationally significant points — Mount Rainier National Park and the Nisqually National Wildlife Refuge.

The 70-mile long Nisqually Valley divides naturally into two segments. Each is physically different from the other. Beginning at the Nisqually Glacier on Mount Rainier, the river traverses the rugged western flank of the Cascade Mountains through a forested environment broken only by the presence of a few small towns and scattered farms downstream from the entrance to Mount Rainier National Park. Two especially striking features are the mountainous gorge below the glacier and a stretch of canyon beyond La Grande and Alder Dam. The dam impounds the hill-rimmed Alder Lake.

The floodplain section bordering the remaining 25 miles of the river contains some of the richest farmlands in western Washington. The transition from gorge to floodplain occurs in a 5-mile stretch below La Grande, attaining full floodplain status at McKenna and Yelm. Low bluffs rim much of the floodplain area. Between the cities of Tacoma and Olympia, urban and agricultural land uses are in sharp contrast. The river terminates in a productive estuary used by migratory waterfowl.

Present public land managers include the U.S. Forest Service, U.S. Fish and Wildlife Service, Department of Defense, Nisqually Indian Reservation, and the Washington State Department of Game. The National Park Service manages Mount Rainier National Park. However, most of the property remains in private ownership.

The river park would include approximately 25,000 acres. Management might involve more than one agency and level of government on a cooperative basis. Although acquisition could be all inclusive, it should probably be limited to the acreage needs for intensive use

development. Based on information from the IAC costs might range from \$1,000 to \$5,000 per acre.

The Nisqually Valley is within a 2-hour drive of Seattle. Auto access is by I-5 and several state highways. There is no public transportation.

The future use of the area has been the subject of much controversy, placing development against preservation. Perhaps the best solution would be to designate the Nisqually River as part of the National Wild and Scenic River System with coordinated management. An alternative would be coordinated management of the Nisqually River corridor as a national/state park. The foremost problem centers around multiple private ownerships and existing and desired uses.

Preservation of the inherent environmental, scenic, ecological, and cultural values of the Nisqually River corridor should receive early attention. Public management would retain the unspoiled character and protect its value as an outstanding natural and ecological process. It falls in the SCORP Priority I category for acquisition of critical resource areas. It would be a valuable addition to the recreational opportunities of the state.

Hood Canal: Hood Canal, a major natural waterway of great scenic beauty, is a saltwater arm of Puget Sound, extending approximately 60 miles inland, with 242 miles of shoreline. It is outside the study area.

The Hood Canal Floating Bridge, connecting Kitsap and Jefferson Counties, crosses the canal near its northern extremity. From the bridge, the canal extends southward forming a giant hook at its farthest end. The point of the hook near the town of Belfair is only 4 miles from Case Inlet on Puget Sound.

Hood Canal covers approximately 152,000 acres. Shorelands rise at a gradual incline above the waters of the canal, which are deep but relatively calm because they are well protected by the surrounding land.

Recreation potential is water oriented. Large, wide public beaches are rare, but several narrow public beaches and state parks are scattered along the shore. Some are accessible only by boat.

It is approximately 25 miles from Seattle to the northern end of the canal by boat. The most direct route to the canal is by ferry from downtown Seattle to Winslow on Bainbridge Island, then by auto highway across the Agate Pass bridge to the Kitsap Peninsula, or by ferry from Edmonds to Kingston also on the Kitsap Peninsula. The two routes converge at the Hood Canal bridge. From Tacoma, the most convenient automobile route is via the Tacoma Narrows bridge.

The area is best suited for state or national management. The greatest limitations are the high costs of abutting land, the distance, and somewhat difficult access from the greater metropolitan population.

Since some sites on the canal are already being managed for recreational purposes, and since additional extensive acquisitions would be prohibitively costly, official designation does not appear to be feasible within the next 5 years. Although the canal is an important recreational resource offering a wide variety of water-oriented opportunities, it does not meet the more pressing needs identified for the study area.

McNeil Island: This site is a 4,233-acre irregularly shaped island in southeast Puget Sound. It is south of Fox Island, north of Anderson Island, and west of Chambers Bay. A small island, Gertrude, is at the eastern mouth of the bay. Still Harbor is near the northwestern portion of the island.

Except for the developed portion, McNeil is heavily forested. This forested area has a well-developed road system. The general topography is hilly with a maximum elevation of 320 feet. A large, freshwater reservoir, Butterworth, is found in the center of the island.

McNeill Island has potential for water-related recreation, such as fishing, swimming, beachcombing, and all types of boating. It could accommodate such activities as picnicking, camping, biking, hiking, and horseback riding. Further, the historical significance of the island should not be overlooked. It has been a federal prison since 1875, and prior to that a territorial prison. The island is the only one of its size in southern Puget Sound without any residential development, so it would be significant for preservation as a natural, open-space area.

Location is the major limitation. It is entirely surrounded by deep saltwater, a distance of 4 miles from the city of Tacoma and 40 miles from Seattle. No bridges or ferries serve the island, so it is not accessible either by automobile or public transportation. In its present use as a federal prison, this lack of access is an advantage. However, if the federal prison is closed, it might be available for transfer as surplus property to the state for park and recreational purposes. In that event, a means of public access would have to be provided if large numbers of recreationists are to be accommodated.

Development of the island to its highest recreational potential would cost about \$10 million, depending on how many of the present prison facilities could be adapted for recreational uses. Estimated operational costs would be \$1.5 million annually.

The site is not needed for parks or recreation within the next 5 years, but might be utilized in the future for these purposes depending on whether or not it becomes available.

Seven of the 28 sites originally identified contain resources worthy of consideration for national recreation area status. Further study and legislative action necessarily would precede any such designation. The potential national recreation areas, for consideration with possible management agencies, are as follows:

Priority	Area	Management Category
1	Green River Gorge	Cooperative Management
2	Nisqually River Corridor	Cooperative Management
3	Hood Canal	Cooperative Management
4	McNeil Island	Possible National Park Service
5	White River Corridor	U.S. Forest Service
6	Fort Lewis (Portion)	Cooperative Management
7	Apple Tree Cove/Point No Point	Possible National Park Service

The above listing is based solely on the resources. Problems, conflicts, or complications relative to each of the areas exist. These are briefly discussed below.

Potential National Recreation Areas

Green River Gorge: This unit possesses natural and historical resources of high quality, as attested by the fact that the state of Washington is acquiring land for a unit of the state park system. Federal involvement on a cooperative management basis would assist in realization of the full potential of the resource.

Nisqually River Corridor: The future of the Nisqually River Corridor has been controversial for several years. The greatest concern centers around present ownership and land use. Private landowners would like to see the status quo prevail. Conservation interests want the resources preserved as a wild or scenic river, or as a park under federal and state management. The park concept was explored by a task force and basically endorsed by the government some years ago. Should the park concept prevail, it would seem prudent that management entail a cooperative arrangement among several public entities presently involved in the area.

Hood Canal: Acquisition expense precludes the designation of the Hood Canal as a national recreation area if past practices prevail. The concept envisioned here would depart from what has been done in the past. The water area and existing public lands could be designated a national recreation area with no land acquisition involved.

McNeil Island: This federal prison site is not available. Should use as a prison be discontinued, consideration should be given for public recreational use.

White River Corridor: Under the jurisdiction of the U.S. Forest Service, this unit would complement Mount Rainier National Park. The basic problem is funding development and operations.

Fort Lewis (Portion): The prime administrative objectives of the Fort Lewis Military complex preclude or do not encourage recreational development and public use. However, the resources have high recreational potential for this purpose and could play an important part in meeting recreational needs of the study area. This benefit could be made possible through cooperative management between the Department of Defense and a recreation agency.

Apple Tree Cove/Point No Point: An extensive natural area interspersed with rural development and a long shoreline characterize the resources of this area. Its proximity to the urban study area is negated to a degree by the open water between them. Access would require use of ferries or a circuitous trip by automobile. The site would be suitable as a component of a larger national/state recreation area which would encompass all the water area of Puget Sound.

OPTIONS FOR PROVISION OF RECREATIONAL SITES

There are a number of outstanding sites within and adjacent to the SCSA that would be suitable for recreational activities. There is a need within the SCSA for additional open space and recreational opportunities. The challenge is how to provide the best methods for putting the resources to work fulfilling the public needs. Options that can be used for meeting this challenge include legislation, recreational impact programs, inter-governmental coordination, land acquisition techniques, administrative actions, and planning, research, and special studies.

Legislative Actions

Legislative action provides a positive policy guide for enhancement of recreational and open-space opportunities. Federal legislation, such as the LWCF Act, Coastal Zone Management Act, and National Environmental Policy Act, paralleled by state actions have been instrumental in providing recreational opportunities and open space. Further actions to materially aid in meeting the needs might include:

Federal Legislation

Authorization of financial assistance for operations and maintenance of facilities acquired and developed through federal grant programs; indoor recreational facilities

and programs to meet the increasing demands for indoor recreation; and areas and programs designed primarily to meet the needs of special groups such as the handicapped, elderly, and low-income people.

Concentration of the administration of all federal financial assistance programs for recreation in a single agency. The mobility of recreationists and conservation and preservation needs for open space should be considered when allocating funds.

Studies of significant areas identified as having potential for designation as national recreation areas, with an emphasis on those located in or near urban areas.

State Legislation

Provision for greater funding support of existing federal, state, and local programs, and formulation of more definitive policies related to support of recreation in high density urban areas.

Programs Impacting Recreation

Many ongoing programs directly or indirectly affect recreational and open space opportunities. Increased support of the emphasis on these recreational programs and an increase in recreation emphasis for other programs would assist in meeting public recreational needs. Some of the principal recreational programs frequently used are summarized below:

The Land and Water Conservation Fund provides money to the states and their political subdivisions for the acquisition and development of public recreation areas.

The Neighborhood Youth Corps and New Careers Programs of the Department of Labor supplement operating agency staffs for recreation-related programs.

The Highway Beautification Act of the Department of Transportation aesthetically enhances highways and contributes to driving for pleasure.

The Federal Surplus Property Program administered by BOR and the General Services Administration, has been widely used by state and local governments to acquire park and recreation land.

The Community Action, Job Corps, and Head Start programs have indirectly opened a wide range of recreational opportunities to program recipients.

The State Grants-in-Aid Program administered by the IAC, provides the primary state funding source for state and local agencies to accomplish outdoor recreation acquisition and development projects. Other elements of the state's program include:

The Stream Bank Easement Program of the Washington State Department of Game provides public fishing opportunities along rivers. As a general rule, easements obtained are parallel and contiguous to a river and provide public access for fishing and travel.

The Puget Sound Boating Access and Destination Program of the Washington State Parks and Recreation Commission is directed toward the acquisition and development of public boating access sites on Puget Sound.

The Tidelands Identification, Marking, and Access Program of the Washington Department of Natural Resources includes the identification, survey, marking, and provision of upland access to state tidelands.

The Historic Preservation Program of the National Park Service involves a program of matching grants-in-aid to the state for preservation of properties that are significant in history, architecture, archaeology, and culture. The Washington State Parks and Recreation Commission has responsibility for the inventory, planning, and implementation of the state historical preservation program.

The Recreation Trails Program, Off-Road Vehicle Trails and Area Program, and the Snowmobile Program are state-sponsored programs.

Intergovernmental Coordination

The outdoor recreation and environmental quality programs operating in Washington require close coordination and cooperation. Some intergovernmental coordination programs are established under law, such as those of the IAC and the Pacific Northwest River Basins Commission. Other programs are neither formally established nor charged with specific coordination duties, but are essential to the development and communication of policy.

Planning, Research, and Special Studies

Planning, research, and studies alone do not implement actions to meet recreational and open-space needs. Plans provide basic direction from which policy, programs, projects, and priorities can be determined.

Land Acquisition Techniques

Traditionally, the method used most frequently for the acquisition of open-space and recreational lands has been outright purchase in fee, where a public agency or private group obtains all the rights to a parcel of land. No public agency or private organization, however, can afford to acquire all the land needed for recreational and open-space purposes. Other techniques for acquiring and preserving recreational land and retaining open spaces may be less costly and should be explored.

Basically, there are four methods of securing land, or interest in land, for public use. These include direct acquisition, acquisition of limited interest, regulatory measures, and tax incentives.

Direct Acquisition: Total interest in a property may be acquired by direct purchase. There are variations in procedures which may reduce land acquisition costs. These include:

- Purchase with life tenancy or leaseback which permits the original owner to continue use of the property;

- Property may be transferred as a gift, often with a life tenancy provision;

- Private landowners may donate land to land trusts which either hold it or donate it for public purposes; and

- Property may be exchanged, often permitting an agency to trade public lands for needed private properties.

Acquisition of Limited Interests: In cases where acquisition of fee ownership is not practical or needed for protection, a single interest or several interests may be obtained, either by purchase or gift. Forms of limited interest include:

- Easements:** There are a variety of easements. Conservation easements permit the landowner continued use of land but require protection of specific values; i.e., a timber stand, wildlife habitat, or other natural elements; scenic easements are used to protect views, roadsides, and tracts of open land; and access easements can be used to permit public access to lakes, rivers, and other recreational areas across private land.

- Development rights:** Where the danger of development is imminent, an agency may acquire development rights on property, permitting the landowner to continue compatible uses, but restricting new development.

- Compensation for Interests Foregone:** Regulations are used where the property value is diminished by limitations placed on possible uses. The owner is compensated for this loss.

- Purchase/Sell-Back:** This technique is similar to purchase with life tenancy and leaseback. In this case, all rights are purchased outright, a permanent deed restriction which excludes certain rights is placed in the deed, and the land resold.

Regulatory Measures: In many jurisdictions, statutory authority permits the protection of open-space and recreational lands through regulation, including:

Open-Space Zoning: This can be used to zone for a specific purpose or a broader regulation. This requires planning and zoning for the protection of open lands, such as parks or greenbelts; or to protect specific resources, such as watersheds, scenic areas, prime agricultural lands, and floodplains.

Planned Unit Development: This provides a bonus to the developer in the form of special variances for his property in return for the provision of public open space. Open space associated with this concept provides needed recreational space and visual relief in high density areas.

Subdivision Regulation: This is similar to the planned development for open space and is a form of regulation under which the developer deeds a portion of his land to the public agency for public use as parks, playgrounds, or other facilities. In some cases, where land donations are not practical, a monetary contribution is made in lieu of land donations. This method is valuable in cases where new subdivisions impact existing public facilities.

Tax Incentives: Some property owners are receptive to donating land, giving up certain property rights, or permitting public use of their property to achieve a tax benefit. Other aspects related to taxation include:

Property Tax: Assessment of agricultural, timber, or other less intensive land uses can be based on current, rather than potential, use.

Tax Reduction: Property, income, or inheritance tax reductions are possible for landowners who donate land, easements, development rights, or other rights.

The value of these techniques is that their use, in selected cases, may permit the preservation of land for recreation, wildlife protection, and open space while reducing financial requirements. Public bodies should consider the creation of flexible acquisition procedures utilizing a variety of these techniques.

Administrative Actions

The acquisition, development, and management of lands and facilities are the primary actions of government and private organizations to provide recreation and open space. Certain roles have evolved for all levels of government and the private sector. These roles are:

Federal Government: Preserving, protecting, and maintaining areas or sites of national significance.

State Government: Acquisition and preservation of areas of outstanding scenic, historic, or wilderness character for the residents of the state. These areas should have statewide or regional significance.

County Government: Acquisition, development, and management of small urban recreational areas, large urban recreational areas, regional parks, scenic recreational roads, and historical/cultural areas, on a countywide basis.

Municipal Government: Acquisition, development, and management of small and large urban parks within the city.

Private: Acquisition, development, and management of fee-paying, special purpose recreational facilities. Nonprofit organizations have roles in these areas also, but not necessarily on a fee basis.

Within these roles, considerable overlapping occurs. However, each entity fulfills an important function in meeting recreational open-space needs.

Maximum efficiency, utility, and compatibility of the potential sites identified in this study will also require innovative administrative approaches including:

Joint use: The feasibility of acquisition and development of new separate parks is marginal in some cases due to construction and maintenance costs. Joint use should be seriously considered where this potential exists.

Cooperative agreement: Some agencies administer large areas with high recreational potential, but have primary objectives which preclude or do not encourage recreational facility development or public use. In some cases, public use would not materially detract from the primary use of the area. Where such conditions prevail, an agreement between the managing agency and a public recreation agency, to permit some form of public recreational use, would prove beneficial.

Multiagency management: Some resources cross political boundaries or exceed the financial capability of a single agency. In such cases, several organizations need to become involved. Each agency would have responsibility for a particular segment or component of the resource on a coordinated basis. An interagency committee or board primarily charged with the overall responsibility for park and open space might be desirable in some cases. This committee could coordinate the location, acquisition, development, and operation of facilities to assure an efficient and equitable distribution and funding.

Park and recreation district: The formation of a park and recreation district may be used to provide parks, recreational areas, and open space.

Partnership: Joint federal/local parks in urban areas based on federally established qualifying criteria and requested by local bodies could assist in providing programs and facilities. This concept envisions federal participation in funding for acquisition,

operations, and maintenance while the local entity would actively administer the unit or units included under standards jointly established.

Although most of the cited administrative actions are permissible under state law, some new legislation may be required.

The previous discussion highlights options for acquiring or protecting recreation and open-space resources. A summary review of the applicability of these options to the identified areas follow:

St. Edward's Seminary: Recreation Impact Programs – LWCF and State Grants-in-Aid; Acquisition Technique – Direct purchase; and Administration – single agency.

Sand Point: Recreation Impact Programs – LWCF and State Grants-in-Aid; Acquisition Technique – (completed); and Administration – single agency, partnership.

Yarrow Point: Recreation Impact Programs – LWCF and State Grants-in-Aid; Acquisition Technique – direct purchase; and Administration – single agency.

Mercer Slough: Recreation Impact Programs – LWCF and State Grants-in-Aid; Acquisition Technique – direct purchase; and Administration – multiagency.

Lower Puyallup Valley: Recreation Impact Programs – Highway Beautification Act, Stream Bank Easement Program, and Trails Program; Intergovernmental Coordination – development of policy; Planning, Research, and Special Studies – conduct special planning studies; Acquisition Techniques – acquire limited interest through easement, development rights, purchase/sell-back, open-space zoning, and tax incentives.

Chambers Creek: Recreation Impact Programs – LWCF and State Grants-in-Aid, Acquisition Techniques – direct purchase, transfer as gift, trade, easements, and open-space zoning; and Administration – single agency.

Snoqualmie-Snohomish River Valley: Recreation Impact Programs – LWCF, State Grants-in-Aid, Stream Bank Easement Program, and Trails Program; Planning, Research, and Special Studies – conduct special planning studies, including the Pacific Northwest River Basins Commission's authorized Interagency Level B Study; Acquisition Techniques – direct purchase, transfer as gift, trade, easements, development right purchase, purchase/sell-back, open-space zoning, and tax incentives; and Administration – multiagency.

Three Forks Park and Mt. Si/Mt. Teneriffe Conservation Area: Recreation Impact Programs – LWCF, State Grants-in-Aid, and Trails Program; Planning, Research, and Special Studies – conduct special planning studies, including the Pacific Northwest River Basins Commission's authorized Interagency Level B Study; Acquisition Techniques –

direct purchase, transfer, trade, easements, purchase/sell-back, and open-space zoning; and Administration – single agency or multiagency.

Green River Gorge: Recreation Impact Programs – LWCF State Grants-in-Aid, Stream Bank Easement Program, Historic Preservation Program, and Trails Programs; Acquisition Techniques – direct purchase and acquisition of limited easements. A state acquisition and conservation program is underway; and Administration – multiagency.

McNeil Island: Recreation Impact Programs – Historic Preservation Program and Surplus Property Program; Acquisition Technique – transfer; and Administration – single agency.

Nisqually River Park: Legislative Action - Congress should authorize a study. State direction and policy for land use should be established; Recreation Impact Programs – LWCF, State Grants-in-Aid, Stream Bank Easement Program, and Trails Program; Planning, Research, and Special Studies – conduct special planning studies; and Acquisition Techniques – direct purchase, purchase with life tenancy, purchase/sell-back, easements, open-space zoning, and tax incentives.

Hood Canal: Legislative Action - Congress should authorize a study. State direction and policy for use should be established; Recreation Impact Programs – LWCF, State Grants-in-Aid including tidelands identification, marking, and access program, and Puget Sound boating access and destination program; Intergovernmental Coordination – development of communications and policy; Planning, Research, and Special Studies – conduct special planning study; Acquisition Techniques – property transfer as a gift, property trades, direct purchase, open-space zoning, subdivision regulation; and Administration – single agency or multiagency management.

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APPENDIX A: AREA DESCRIPTION

This study focuses on the Everett/Seattle/Tacoma Standard Consolidated Statistical Area (SCSA) located in the state of Washington. Seattle and Tacoma are two of Washington's three largest cities with over 50 percent of Washington's population living in the study area. Boundaries of the SCSA encompass three counties -- King, Pierce, and Snohomish -- covering 6,100 square miles.

The boundaries of the study area extend from the summit of the Cascade Mountains, west some 50 to 60 miles to the waters of Puget Sound, and north for approximately 110 miles from the southern Pierce County line to the northern border of Snohomish County.

The major local governments within the study area are King, Pierce, and Snohomish Counties and the cities of Seattle, Tacoma, Bellevue, and Everett. The specific units of government are the cities of Seattle, Everett, and Kirkland, and the Metropolitan Park District of Tacoma.

PHYSICAL PROFILE

Geology and Hydrology

The major land and water resources are the Cascade Mountains, Puget Sound, and Lake Washington; the lowlands and foothills between Puget Sound and the Cascades; and the Snohomish, Skagit, Stillaguamish, Cedar-Green, Puyallup, and Nisqually River which drain the west slope of the Cascades.

The lowland areas, Puget Sound, and the area's freshwater lakes were formed by glacial movements. While many areas of the Cascades were also shaped by glaciers, the mountains have volcanic origins. They were formed by a lava platform capped by a chain of volcanic peaks, including 10,776-foot high Glacier Peak and 14,410-foot Mt. Rainier, the highest mountain in the Cascades.

Mt. Rainier National Park is located near the southern end of the study area. Olympic and North Cascades National Parks are located within 100 miles of the study area. Mt. Rainier National Park is a major recreation attraction, having received 1.9 million visitors in 1976, representing a 23 percent increase over the 1975 visitation rate. The North Cascades and Olympic National Parks received 769,00 and 2.6 million visits respectively the same year.

Most of the Mt. Baker-Snoqualmie National Forest and portions of the Wenatchee National Forest are located within the study area. The forest contains the Glacier Peak (454,258 acres) and Alpine Lakes (303,508 acres) Wilderness Areas. The U.S. Forest Service operates over 115 campgrounds and picnic areas in the Mt. Baker-Snoqualmie National Forest. The forest also contains some 1,200 miles of trails, including a large section of the Pacific Crest National Scenic Trail which runs north and south through the forest near the summit of the Cascades. There are five major winter sports areas in the forest - Mt. Baker, Snoqualmie Pass, Crystal Mountain, White Pass, and Stevens Pass. The recreational facilities in the Mt. Baker-Snoqualmie National Forest, exclusive of developed ski areas, received over 3 million visits during calendar year 1976.

Rivers are an important recreational resource in the study area. The major river systems in the area total a length of 627 miles. Most of these are clean and free flowing, and provide excellent, close-to-home fishing and white water boating opportunities.

There are over 1,500 lakes with a combined surface area in excess of 60,000 acres in the three counties. Lake Washington and Lake Sammamish are major recreational areas. The Green Lake area is the most heavily used park in the city of Seattle.

Lake Washington is located in the heart of the Seattle metropolitan area. Although much of its 58-mile shoreline is privately owned, the 23,000-acre lake attracts swimmers, hikers, bicyclists, naturalists, sailors, water-skiers, anglers, picnickers, and boaters. There are many excellent recreational areas along the lake including Warren G. Magnuson Park, the Arboretum Waterside Trail, Seattle Arboretum, Seward Park, the Lake Washington Bicycle Path National Recreation Trail, Kirkland's waterfront park system, the Burke-Gilman Trail, and Lake Washington Beach Park.

Because of the study area's extensive water resources, fishing is a particularly popular recreational activity. Several salmon species, steelhead, cutthroat, Dolly Varden, rainbow, and brook trout, and a number of spiny ray species offer excellent year-round fishing opportunities.

Puget Sound, a body of clean saltwater covering 2,500 square miles with 2,900 miles of shoreline, is a superb recreational area. Puget Sound, containing over 300 islands, is also one of the most popular boating areas in the nation. Many of these islands, such as Blake Island, Whidbey Island, and the San Juan Island chain, are popular recreational boating destination areas. Motorboating, sailboating, and fishing (particularly salmon fishing) are the most popular recreational activities on the Sound. In 1975, there were over 4.7 million activity occasions of boating and fishing in the study area. Most of this activity took place on Puget Sound.

Climate

The Everett/Seattle/Tacoma SCSA has a mid-latitude west coast marine climate. This mild climate is primarily influenced by marine air masses moving onshore from the Pacific Ocean. The Cascade and Rocky Mountains serve as barriers to the extreme temperatures of the interior continent. The Olympic Mountains impede the inland movement of heavy rain and high winds from the Pacific, but do allow the prevailing southwest winds to warm the area in winter. Summers are cool and dry, and the winters are usually wet and comparatively mild.

Annual precipitation in the Puget Sound area ranges from 35 to 50 inches in lowland areas, to 75 inches in the Cascade foothills and up to 100 or more inches in the Cascades. Most winter precipitation comes as rain below 1,500 feet in elevation, as rain or snow between 1,500 and 2,500 feet, and as snow above 2,500 feet.

The mild, damp climate supports superb, abundant coniferous forests and dense natural groundcovers. These excellent watershed areas, in turn, provide water supplies to support the area's domestic, agricultural, industrial, and recreational activities.

Transportation

Before 1880, the major transportation routes in the Puget Sound area were natural waterways and overland routes used by pack horses, freight wagons, and stage coaches. Railroads began to develop in the 1880s, and by 1891, a basic railroad system had been established. The railway network connected the Seattle area with Vancouver, B.C. to the north; Portland, Oregon, and the Columbia River to the south; and crossed through the Cascades across Stampede and Snoqualmie Passes connecting Puget Sound with the east. Rail service for passengers and freight is still available to and from the study area.

The Seattle-Tacoma International Airport is the major commercial air passenger facility in the study area. Boeing Field, in Seattle, and Paine Field, near Everett, are large airports even though neither is a major commercial passenger facility. McChord Air Force Base, near Tacoma, is a major military air field.

Puget Sound is also an important shipping area. The Ports of Seattle and Tacoma are major cargo centers serving the Pacific rim nations and Alaska.

The Washington State Ferry System operates nine ferry routes on the waters of Puget Sound. The system transports some 6 million people and 3 million cars annually. In addition to commuter service, the ferries provide residents of the study area with easy access, via connecting highways, to a variety of recreational resources — Olympic National Park, Olympic National Forest, Pacific Ocean beaches and sports fishing ports, Hood Canal, San Juan Island, over 30,000 acres of freshwater lakes and reservoirs, and a number of important sports fishing rivers like the Hoh, Quinault, and Soladuck.

The only major land-based public transportation facilities in the area are bus systems. Everett is served by the Everett Transit System; Tacoma is served by the Tacoma Transit Authority; and Seattle and Kirkland are served by Metro Transit. Several commercial and charter bus lines also serve the study area. Annual public transportation figures for Seattle are 639 seat miles per capita and 565 seat miles per capita for Tacoma.

Since World War I, the automobile has been the major means of transportation in the Everett/Seattle/Tacoma area. All the jurisdictions examined during this study have extensive city street systems and easy access to highways and freeways. Interstate 5, the major north-south freeway along the West Coast, runs through the study area. Interstate 90 is the major route running east from the study area.

The freeways and major roads and highways leading from these two major routes provide an excellent system of access to recreation. State Route 2, which runs east from the study area through Stevens Pass, is in the Washington State Scenic and Recreation Highways

System. The North Cascades Highway, located just north of the study area, runs along the Skagit River (which has been recommended for the National Wild and Scenic Rivers System) through the scenic Cascades to North Cascades National Park and the Okanogan National Forest, and into eastern Washington. The highway is an extremely popular recreational attraction and a valuable recreational access artery.

The 1977 legislature approved an act designating the Skykomish River and two tributaries as the first component in the Washington State Wild and Scenic Rivers System.

By driving less than 100 miles on the freeway system and connecting routes, area residents can reach recreational resources providing opportunities for people to enjoy an almost unlimited number of recreational activities. Among these easily accessible areas are: Olympic, Mt. Rainier, and North Cascades National Parks; Okanogan, Wenatchee, Olympic, Gifford Pinchot, and Mt. Baker-Snoqualmie National Forests; major winter sports complexes at Stevens Pass, Snoqualmie Pass, and Crystal Mountain, Glacier Peak and Alpine Lakes Wilderness Areas; the North Cascades Highway and the Skagit River; hundreds of state and local park and recreational areas; the Pacific Crest National Scenic Trail; thousands of freshwater lakes; outstanding fishing and boating rivers; over 300 islands; and 2,500 square miles of saltwater. It is probably more difficult for inner-city than suburban residents to reach these areas since these people tend to have less access to transportation, particularly automobiles. For example, approximately one-third of the state's households not owning automobiles live in Seattle.

SETTLEMENT PATTERNS AND TRENDS

In 1890, 1 year after Washington was admitted to the Union, its population was 357,232. By 1975, Washington's population was estimated to be 3,544,000.

The most significant population pattern in Washington is the distribution of people east and west of the Cascade Mountains. During the early settlement period, the location of natural resources, such as timber, arable land, navigable waterways, and amounts of rainfall, were important in determining population distributions. Western Washington has always had a larger population than eastern Washington, and, as early as 1890, the state's population had concentrated itself in the lowland areas around Puget Sound. The larger western Washington population and the concentration of people around Puget Sound still dominate the state's population patterns. Over 70 percent of Washington's population lives west of the Cascade Mountains. King, Pierce, and Snohomish Counties, which border on Puget Sound, are three of the four most populated counties in the state.

The heavy concentration of Washington's population in the area leaves most of the state as open space. Much of this vast open area is well suited and extensively used for recreation.

POPULATION, ENVIRONMENTAL, AND SOCIOECONOMIC SUMMARY

The population of the study area increased 28 percent from 1,428,803 to 1,832,896 between 1960 and 1970. During the period 1970-75, the area's population declined slightly due to economic downtrends in the aerospace, housing and forest products industries. These industries have since stabilized. Current estimates are that the area's population will grow by some 5 percent between 1975 and 1980, and the study area will continue to grow but at a slower rate than during the 1960s. Most of the growth will come in the suburban areas, with the cities of Seattle, Tacoma, and Everett declining slightly in population during the late 1970s. These declines are not expected to be drastic, and all three cities will stabilize their populations at close to present levels.

POPULATION STATISTICS 1970, 1975, and 1980

	1970	1975	1980
SMSAs:			
Seattle	1,421,868	1,411,700	1,522,100
Tacoma	411,027	409,800	385,900
Total	1,832,896	1,821,500	1,908,000
Counties:			
King	1,159,269	1,149,200	
Pierce	412,344	409,800	
Snohomish	261,236	262,500	
Total	1,836,949	1,821,500	
Cities:			
Seattle	530,821	487,091	
Everett	53,622	48,371	
Tacoma	154,407	151,267	
Total	738,860	686,729	
Special Jurisdiction:			
Kirkland	15,248	16,151	

SOCIOECONOMIC PROFILES

	Housing Density Number of Households	Occupied units per sq. mile	Average Family Income	% of Households below poverty level	% of Labor Force Unemployed	% of Households not owning an automobile
Seattle SMSA	473,222		\$13,053	9.7	9.1	87.0
Tacoma SMSA	123,421	73.84	11,073	12.7	9.6	89.0
Seattle/Everett SMSA		11.8				
Cities:						
Seattle	206,062	2,465.4	10,957	12.6	9.1	76.0
Everett	18,875	643.0	11,166	15.0	10.9	84.0
Tacoma	64,200	1,135.0	12,557	16.1	10.4	81.0
Kirkland	5,055		13,364	7.0	6.3	93.6
Pierce County	123,421		11,073	12.7	9.6	89.0

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Unemployment in the study area ranged from a high of 10.9 percent in Everett to a low of 6.3 percent in Kirkland. Tacoma, which experienced an unemployment rate of 10.4 percent in 1976, has had an average of approximately 10 percent of its work force unemployed for the past 5 years. This is one of the highest chronic unemployment rates in the nation. Tacoma has the most serious long-term unemployment problem to be found in the study area. In 1976, King County (8.9 percent), Pierce County (9.6 percent), Snohomish County (9.5 percent), and Seattle (9.1 percent) also had unemployment rates above the national average of 7.67 percent.

The 1976 mean family incomes for the Seattle (\$13,053) and Tacoma (\$11,073) SMSAs compare favorably with the national figure of \$10,930. See following tables.

PERCENTAGE PROFILES OF AGE AND RACIAL COMPOSITION

	% Profiles of Group Age		Age	Racial Composition
	Under 18	Over 65	Median	% Black and Other Races
Seattle SMSA	34	8.5	27.7	6.0
Tacoma SMSA	33.2	8.2	24.8	7.0
Cities:				
Seattle	25.5	13.1	31.9	12.6
Everett	32.1	12.0	29.1	2.2
Tacoma	33.0	12.1	28.8	9.2
Kirkland	32.8	7.9	27.0	1.6
Pierce County	33.2	8.2	24.8	7.0

The study area's slowing growth rate and relatively high levels of unemployment do not appear to have dampened its residents' overall demand for recreation; the total number of recreational activities in the study area for 16 popular activities grew from 61 million to 72 million annually between 1970 and 1975.

The Everett/Seattle/Tacoma region is one of the most environmentally sound urban areas in the country. The study area does, however, face a number of air and water pollution, solid waste management, and land-use problems. Because of migrations away from the core cities, minimizing the environmental impact of suburban growth and development is probably the area's most serious environmental concern. Despite these

difficulties, the high quality of Puget Sound, the many freshwater lakes and rivers, the Cascades, and the lowland open-space areas combine to give the Everett/Seattle/Tacoma SCSA a high level of environmental quality unmatched by any other major urban center in America.

HISTORICAL SUMMARY OF PARKS AND RECREATION

The city of Seattle was incorporated in 1865. Its first public park, formerly an old burial ground, was established in 1885 when what is now Denny Park was donated to the city.

In 1903, Seattle commissioned the Olmsted brothers to produce a conceptual plan for park development. After adoption, it became the basic plan from which Seattle's park system has grown. The plan included large urban parks, parkways, playgrounds, and playfields strategically located. Olmsted also recommended several of the fieldhouses, built as extensions of playgrounds and playfields, to bring activities "out of the rain" during inclement weather. Although the early buildings (some financed by park bond issues) are now called community centers, they were not originally intended for this purpose.

Colman, the city's first swimming pool, in Lincoln Park, was donated by the Colman family in memory of their father. Lincoln Park, on Puget Sound in southwest Seattle, had been an early-day camping destination. The city now has nine pools in operation or under development, and most of them are at least partially financed through the Forward Thrust program.

Another unusual facility, completely within the city limits, is Camp Long in west Seattle. In the thirties, land for the camp and adjacent golf course was purchased from the Pope and Talbot timber company. Federal funds helped finance the project.

The parks department and school districts in Seattle have worked together for 70 years under varying arrangements. Originally, this cooperation came about because schools were built without space for their own play and athletic fields. So the city parks department moved in, joint planning studies were made, and when land was available, facilities developed. If no land adjacent to the school was available, the city obtained nearby land and developed playfields and playgrounds. Often these were financed through local improvement districts, under which citizens of the immediate vicinity agreed to tax themselves. These facilities were then used jointly under arrangements made by resolution of the board of park commissioners. About mid-century, a joint city park/school district committee was established to work out use and program agreements. In some instances, the schools have now cut back joint use for various reasons, but schools, when available and suitable, remain an important element in the city's recreational programming.

In 1968, voters passed a \$118 million bond issue for parks and recreation in Seattle and King County. Of this amount, \$65 million was to help finance acquisition and development of specific projects within the city. A Seattle Parks and Recreation Department brochure, issued in the spring of 1977, lists more than 250 large and small units in the system. In addition to its large urban parks, there are 24 community centers, 80 playgrounds and playfields, two stadiums, three resident camps, three theaters, dance and art studios, several boat ramps and fishing piers, four marinas, a zoo, aquarium, greenbelts, parkways, trails, and numerous open-space areas.

In 1894, 2 years after incorporation, Everett's park system began with voter approval of a \$30,000 bond issue for the purchase of parklands. From this first step, Everett has acquired and developed the variety of open-space and park areas which now comprise the city's 626-acre recreation system.

Public recreation in Tacoma began in 1883 when several members of the city council formed a park committee. In 1890, the duties of the committee were transferred to a board of park commissioners who retained responsibility for the Tacoma park system until formation of the Tacoma Metropolitan Park District in 1907. This metropolitan corporation still retains responsibility for the park system's facilities and programs.

Kirkland, which incorporated as a city in 1905 and merged with the city of Houghton in 1968, has a strong tradition of providing quality park and recreational areas. The most significant park development in Kirkland has been the acquisition and development of seven prime waterfront parks along the shores of Lake Washington. Kirkland now has a system of 19 parks with an area of 215 acres.

FUTURE TRENDS

Among the more possible factors which could influence recreation in the study area are: (1) energy problems and shortages; (2) the changing age, ethnicity, and family unit size of the population; (3) mobility, declining core city populations, and migrations to suburban areas; (4) changing recreational preferences and growing interests in the fine arts and environmental education; (5) inflation and the rising costs of government services, including recreation; (6) growing demands on already inadequate public transportation systems; and (7) slowing rates of growth and the potential for high unemployment.

These could change recreational patterns, interests, and demands. Increases in gasoline prices, for example, would obviously limit the practice and growth of pleasure driving as a recreational activity. However, potential constraints probably will not inhibit the overall growth in recreation demand within the study area. Rapid growth, in a broad range of activities, appears to be the primary future recreational trend for the study area. Using the activities surveyed by the Pacific Northwest River Basins

Commission in its Regional Recreation Data Program for the Pacific Northwest, current predictions are that overall demand for the recreational activities surveyed in the Everett/Seattle/Tacoma area will increase by 14.5 percent between 1975 and 1980, 57.7 percent by 1990, and 97.9 percent by the year 2000.

The River Basins Commission's specific analyses of future recreational trends in the three-county study area are as follows:

**RECREATION DEMAND IN ACTIVITY OCCASIONS (100s)
EVERETT/SEATTLE/TACOMA SMA**

Activity	1975	1980	1990	2000
Camping	11,675	12,991	16,420	19,749
Picnicking	17,286	19,233	24,527	29,814
Swimming	115,951	134,911	190,376	245,816
Sightseeing & Driving for Pleasure	68,988	76,624	98,145	119,245
Fishing	21,837	23,344	27,042	30,699
Boating	25,398	29,580	41,609	53,770
Walking & Hiking	58,201	64,614	91,273	100,233
Hunting	1,874	2,041	2,413	2,724
Playing Outdoor Games	126,944	147,697	208,212	268,716
Bicycling	180,379	209,895	295,633	381,360
Golfing	23,429	27,259	39,968	49,515
Horseback Riding	12,259	13,706	17,481	21,228
Attending Outdoor Sporting and/or Cultural Events	25,127	27,634	35,616	43,218
Participating in Snow Activities	10,438	12,231	16,833	21,447
Participating in Other Activities	6,648	7,304	8,540	9,453

With proper use and wise resource management, much of the demand for such recreational activities as hunting, fishing, and nature study, which do not require extensive developed facilities, can be accommodated by the study area's vast natural recreational resources. The anticipated growth in other activities, however, cannot be met using the existing system of recreational facilities. According to the River Basins Commission's predictions, the following needs will have to be met in Everett/Seattle/Tacoma SCSA's facility inventory in order to provide adequate recreational opportunities:

**PROJECTED RECREATION SUPPLY AND NEEDS
FOR EVERETT/SEATTLE/TACOMA SCSA
(*Activity Occasions)**

	Supply	1975	Needs 1980	1990
Camping	1,266,800	** (99,300)	32,300	375,200
Picnicking	3,448,400	** (1,719,800)	** (1,525,100)	** (995,700)
Swimming	5,665,800	5,929,300	7,825,300	13,371,800
Fishing, Boating, & Water Skiing	3,376,200	2,671,700	3,447,800	5,650,500
Walking, Hiking, & Horseback Riding	8,802,000	** (1,746,000)	** (970,000)	2,073,400
Bicycling	8,400,000	9,637,900	12,589,500	21,163,300
Golfing	1,800,000	542,900	925,900	2,196,800

*An activity occasion is defined as a standard unit of recreation use consisting of one individual participating in one recreation activity during any reasonable portion or all of one day. One individual participating in three different activities during the day is recorded as three "activity occasions."

** Indicates surplus facilities.

****FACILITY NEEDS FOR EVERETT/SEATTLE/TACOMA SCSA**

Facility	Existing	Additional Needs		
		1975	1980	1990
Camp Units	4,576	* (355)	130	1,355
Picnic Tables	7,765	* (3,880)	* (3,440)	* (2,230)
Swim Beach Acres	18	70	95	165
Swim Pool (ft ²)	548,000	985,000	321,000	2,215,000
Boat Launch Lanes	209	175	225	365
Hiking & Horseback Trail Miles***	1,467	* (285)	* (160)	* (3,415)
Bike Trail Miles	84	95	130	215
9-Hole Golf Courses	100	30	47	125

* Indicates surplus facilities.

** Pacific Northwest River Basins Commission, *Regional Recreation Data Program for the Pacific Northwest*.

*** The U.S. Forest Service estimates that up to 75 percent of the trail mileage may be in need of repair and upgrading.

APPENDIX B

NEIGHBORHOOD SERVICE ANALYSIS

City of Everett

Baker Heights
Garfield
Northwest Everett

City of Seattle

Ballard
Rainier
Southwest Seattle

Tacoma Metropolitan Park District

Larchmont
Portland Avenue

City of Kirkland

Kirkland Senior Center
Norkirk

NEIGHBORHOOD SERVICE ANALYSIS

A. IDENTIFICATION

1. Name of neighborhood: Baker Heights (City of Everett)
2. Census tracts that best approximate neighborhood: All of 402 and a portion of 403.

B. DESCRIPTION

The Baker Heights neighborhood is known locally as "Everett's ghetto", although conditions are much better than in the real ghettos of large cities. It occupies a level to rolling area in northeast Everett of about 1/2 by 1-1/4 miles. This neighborhood borders the two others studied in Everett; Garfield to the south and Northwest Everett to the west.

Housing is divided between small, single family homes on individual lots and three contiguous low income public housing developments operated by the Everett Housing Authority. Public housing totals 551 units, of which 151 units are for the elderly and handicapped. Public housing residents are highly transient and have a high incidence of broken homes (40 percent of non-elderly families have a single head of household). They are predominantly white (90 percent), with a scattering of Indians (6 percent), Blacks (1 percent), and others. Thirty-nine percent of the families in public housing are on welfare.

The Housing Authority also owns and operates the Everett Multi-Service Center, located in the Baker Heights neighborhood. The center is an umbrella organization for coordination of some 18 social service

programs.

C. RECREATION FACILITIES AND PROGRAMS AVAILABLE IN THE NEIGHBORHOOD

1. Public agencies: Wiggums Hollow Park (5 acres) was constructed by the county and subsequently turned over to the city's Parks and Recreation Department for operations and maintenance. It is a challenging, sophisticated playground containing an elaborate spiderweb climbing apparatus, giant swings, an aerial cable traverse, trees for climbing, tunnels and mounds. It also contains picnic facilities.

A large playing field at Hawthorne Elementary School is available to the public for soccer and football when school is not in session. It is used extensively by teams from the nearby Everett Boy's Club. The school gymnasium is available after hours to groups through the School Park Recreation Program, and meeting rooms are available to the public by special arrangement.

The Everett Housing Authority operates three mini-parks for children, a Little League ballfield, and lounges and meeting rooms. The building occupied by the authority's multi-service center contains rooms for classes, arts and crafts, and an Indian center.

Recreation programs provided in the neighborhood by the public sector include the Everett Parks and Recreation Department's two mobile vans ("Van Go" and Caesar"), which operate locally for a few hours each week during the summer. The Housing Authority's meeting rooms and Indian center are used for arts and crafts and other programs put on largely by private groups and volunteer effort. Some of the more popular programs available to the elderly include a daily hot

lunch which is also a social occasion, bingo, a bookmobile, a sewing club, and exercise classes.

2. Private, non-profit agencies: The Everett Boys' Club, a member of the Boys' Clubs of America, is located in the neighborhood because of the special needs of boys from low income and single parent families. Club facilities include a gymnasium, arts and crafts room, games room, and a baseball diamond. The ballfield is used by Pony (13-14 years) and Colt (15-16 years) Leagues, which avoids competition with Little League.

The Boys' Club is heavily program oriented and operates on the philosophy that first-rate programs are essential to draw out boys from this type of neighborhood, who often have social and emotional problems. The paid staff and the cadre of some 300 volunteer coaches stress personal contact and do considerable informal counseling. Program emphasis largely is on team sports, including basketball, baseball, and football. Participation by all is stressed over winning. Arts and crafts programs are available as well and are popular, but less so than active sports. The club also conducts an outdoor program which involves trips out of the neighborhood for hiking, fishing, swimming, visits to points of interest, etc. These trips are very popular, but are limited in scope by the one van available for transportation. The Salvation Army and local churches put on various programs and classes for the elderly, using Housing Authority meeting rooms.

3. Commercial enterprises: One low-cost apartment complex has a small swimming pool for its tenants.

4. Private Households: Neighborhood homes do not have expensive

facilities such as swimming pools and tennis courts. Yards of privately owned homes are used for simple activities such as gardening and barbecuing.

D. CHARACTERISTICS OF RECREATION WITHIN THE NEIGHBORHOOD

1. Users of parks and programs: Wiggums Hollow Park is used primarily by neighborhood children of elementary school age or older. It is not a park for young children because of its somewhat dangerous apparatus. Some of the use is not as intended. For example, culvert tunnels meant for crawling and exploring sometimes become bathrooms and hiding places for smoking pot, and earth mounds have proved attractive for bicycle and motor bike hill climbs.

Boys' Club members are predominantly neighborhood boys under 16 years old. The club also attracts youngsters from adjacent neighborhoods and from other parts of the city. Although it is boy-oriented and will remain so, the club allows girls to participate in non-sports programs.

Housing Authority mini-parks receive considerable use from the more than 400 children under 12 living in the development. Neighborhood people use the authority's ballfield for informal "pick-up" games. Senior citizens take advantage of the programs available to them, although many are prevented from doing so by extreme age and frailty.

2. Non-users of parks and programs: Many neighborhood children do not use Wiggums Hollow Park because of vandalism, lack of maintenance, and fear of being harassed or beaten by other kids. Adults stay away from the park for similar reasons. Boys over 16 tend to

look for recreation in places other than the Boys' Club and other neighborhood facilities. Girls use neighborhood recreation facilities and programs less than boys do because there is less available to them. There is very little provision for local young adult recreation other than taverns.

3. Recreation needs: Park acreage probably is sufficient, although better use could be made of Wiggams Hollow Park by correcting existing problems; vandalism, maintenance difficulties, inadequate drainage, dangerous equipment, and fear of personal assault. Provision of water and restroom facilities is needed to make the Housing Authority's ball-field more usable to Little League teams. The Boys' Club building is too small and an additional gymnasium is needed. A local swimming pool and tennis court probably would receive heavy use.

The neighborhood lacks a community center, and teenage girls do not have a facility comparable to the Boys' Club for meetings and activities. Further investigation is needed to determine whether these facilities would receive significant use if provided.

With respect to programs, Hawthorne School is one of two in the city that do not participate in the Everett Community School Program. Local people in the past have not shown much interest in the program, possibly because they have more immediate concerns including broken marriages, low income, and alcoholism. The Everett School District plans to monitor addresses of persons taking classes in other schools, which will indicate whether they now attract Baker Heights people. A show of interest probably would lead to introduction of classes at Hawthorne School.

Boys' Club sports programs are very popular, and it is possible that similar opportunities for girls also would be successful. Further investigation is advisable to determine the extent of such need. The city's mobile games and art vans are very appealing to children and expansion of this kind of activity would be worthwhile.

Neighborhood residents travel outside the area to some extent for recreation not provided for locally, such as swimming, tennis, bowling, roller skating, and dancing. Older boys travel to Legion Park in the adjacent Northwest Everett neighborhood. However, the mobility of people here probably is less than in other neighborhoods because of low income.

There is a need for additional youth programs such as Boy Scouts, Girl Scouts, Campfire Girls, etc. The emphasis of these programs on individual skills, camping, and environmental awareness would complement the basically sports orientation of the Boys' Club and would provide additional outlets for girls.

4. General attitudes toward parks: Problems related to Wiggums Hollow Park have caused some adverse feelings among neighborhood residents (see E. Discussion of Problems). Park renovation and improvement of law enforcement should result in more favorable local attitudes (See F. Solutions).

5. Attitudes toward specific park elements:

a. Closeness to home: Wiggums Park is centrally located and is within 3/4 mile of all neighborhood residents. Another park, Riverdale, borders the community to the southeast. Senior citizens have their own facilities close at hand.

b. Crowding: This is not a problem at Wiggums Hollow Park.

c. Condition of facilities: Wiggums Hollow Park is in poor condition in several respects because of problems brought out in Section E, resulting in criticism by local people. Restrooms in particular are unusable because of vandalism and have been padlocked.

d. Quality of staff and programs: The Boys' Club staff and programs are well regarded by neighborhood people, as are the Park and Recreation Department's mobile programs.

e. Hours of operation: Residents would like to see evening programs at the Boys' Club during the summer. These have been prevented in the past by insufficient funds.

f. Safety: Attitudes toward the innovative apparatus at Wiggums Hollow Park are varied; some people think it is dangerous while others find it merely challenging. Children have been beaten and bullied by other kids, and girls have been molested; fear of assault is a factor limiting park use.

6. Visitation rates: Although visitation counts have not been made, Wiggums Hollow Park appears to receive less use than the site could accommodate. The most heavily used recreation facility is the Boys' Club, which has 2,500 members. The club's facilities need to be expanded.

E. DISCUSSION OF PROBLEMS

1. Facilities: Inappropriate design of Wiggums Hollow Park, combined with neighborhood social conditions, have caused several park problems. One is heavy vandalism of structures and other features

that apparently were designed with more concern for aesthetic appeal than vandal-proofing. Another problem is grounds maintenance, which is made difficult by intricately designed topography. Some of the apparatus, particularly the giant swings, are potentially hazardous. The presence of hiding places make supervision and law enforcement difficult. The park also has a severe drainage problem which was not corrected during development, causing deep pools to form during rainy seasons.

The Parks and Recreation Department has repaired damaged park facilities several times, but repairs are invariably followed by new vandalism and park restrooms are now padlocked. This in turn adversely affects use of the adjacent Little League ballfield operated by the Housing Authority, as patrons must rely on park restrooms.

The chief problem limiting new facility development - Boys' Club gymnasium, swimming pool, tennis courts, and possibly a community center - is lack of funds. The Boys' Club especially has difficulty raising money; one-third of the annual budget for the four Snohomish County clubs comes from United Way and most of the remainder is "hustled" through grants, bequests, auctions, bingo, fireworks displays, candy sales, etc.

2. Programs: The need for additional programs is just as important, and perhaps more so, as for more facilities. However, the introduction of programs is more difficult than in other communities because there is less enthusiasm for volunteer effort. The Everett School District so far has been unsuccessful in attracting local interest in the Community School Program, which depends upon volunteer

instructors. A shortage of adult volunteers has also hampered youth programs such as Boy Scouts and Girl Scouts, which would supplement the Boys' Club.

Lack of money is another factor limiting programs. The Parks and Recreation Department has not been able to afford expansion of its highly popular mobile program. Boys' Club programs and facilities have not been available during summer evenings in the past because of insufficient funds to pay supervisory staff.

3. Special groups: The proportion of elderly residents is higher here than in other neighborhoods because of the special housing for senior citizens. They are concentrated in one area, close to available recreation. Problems of the elderly here are not unique, and include loneliness and failing health. The average age of elderly residents is near 80, and many of these people lack the strength to participate in any recreational activity more vigorous than socializing. Many also lack the endurance to travel cross-town by public bus. Those who are still active would travel more to the Everett Senior Center and other areas for activities not available locally, such as swimming and golf, if more convenient transportation were available.

The minority population is relatively small here, and it is not known whether these people have special recreation problems. Boys from minority families, primarily Indian and Black, are well represented at the Boys' Club.

4. Public transportation: Bus service is considerably better than in the Garfield neighborhood to the south. Everett Transit System buses make 34 round trips to the downtown business district on weekdays

and 21 on Saturday. The main problems are lack of service late in the evening and on Sundays, and the need to transfer to reach other parts of the city.

5. Vandalism and safety: These are discussed under D.5.f. and E.1.

F. POSSIBLE SOLUTIONS

1. Facilities: Problems at Wiggums Hollow Park which are due to inappropriate design can only be corrected by redesign and park modification to obtain simpler maintenance, resistance to vandalism, safety from accidents, and greater visibility to facilitate law enforcement. Meetings have been held between city and state recreation officials to decide on a course of action. Funding for redevelopment presumably will come through normal channels and money spent on this project will mean that much less for others.

Local residents were involved in the initial design, but their participation did not prevent the problems that have arisen; the plans "looked beautiful on paper". These people are probably wiser now for the experience and their views could help park planners arrive at a practical solution.

Funding sources for an additional Boys' Club gymnasium are unknown at this point. It would help the executive director for the four clubs in Snohomish County to have technical assistance available on Federal grant programs. Such assistance could possibly come from the city's Planning Department, which employs a grants specialist on its staff.

Whether construction of a swimming pool would be more properly the responsibility of the Boys' Club or the city would depend on such considerations as where funds can be obtained and whether a pool built by the Boys' Club would be open to the general public. The city presently has no plans for a pool in this area, and the Boys' Club considers a pool second in priority to an additional gymnasium. Tennis court construction probably would be up to the city; tennis has a low priority in Boys' Club planning because few people can use a facility simultaneously.

The need for a community center is unknown at this point, and construction probably will be delayed until residents become more organized and express a strong desire for a center. Meanwhile, the Boys' Club and meeting rooms at the Housing Authority office and the Multi-Service Center perform part of the function of a community center. Hawthorne School could be used to a greater extent if more space is needed for meetings and activities.

2. Programs: Deficiencies tend to be in program areas that rely on volunteer effort; the Community School Program, Boy Scouts, Girl Scouts, etc. People here are less inclined to become involved in community activities than in other neighborhoods. Their concerns are more basic and immediate; low income, low education levels, broken homes and other marital problems, drugs, and alcoholism. Yet the need for stable adult companionship and guidance probably is greater among neighborhood youngsters than elsewhere. It seems likely that under these conditions, planning to solve recreation problems should be part of a comprehensive approach to helping people improve their

lives in general.

In low income neighborhoods like Baker Heights, it may be worthwhile to temporarily subsidize programs normally dependent on volunteers. Positions could be funded through CETA or other Department of Labor programs. If successful, the programs would bring to light people with potential for community leadership and involvement, who could become a nucleus for volunteer programs.

Additional CETA or other manpower funds also would allow the Parks and Recreation Department to expand its mobile van programs. The Executive Director for the Boys' Clubs of Snohomish County has applied for revenue sharing money to conduct evening programs this summer at the Everett club.

3. Special groups: Improving recreational opportunities for senior citizens is linked partially to improving transportation. There is much to interest these people within an hour's drive of Everett, and provision of special vans or buses would make recreation more available to the relatively immobile elderly of Baker Heights. One possibility would be to transport these people to the Everett Senior Center for activities and outings using the center's new mini-bus.

4. Public transportation: Provision of Sunday and possibly late evening bus service would allow those without access to automobiles to reach recreation areas in other parts of the city. Special buses for outings probably would be very popular with local youngsters and possibly the adults as well. The Boys' Club or Multi-Service Center would be possibilities to coordinate the trips, or they perhaps could be handled through a Community School Program if one is initiated.

Buses could come either from the Everett Transit System or, during the summer, from the Everett School District. Federal funding assistance is discussed elsewhere in the report.

5. Vandalism and safety: These problems at Wiggums Hollow Park can be alleviated to a large extent by proper redevelopment. Structures can be made more resistant and less appealing to vandals. Apparatus can be made safer by providing a cushion of bark chips in some cases or by redesign. Supervision and law enforcement can be simplified by smoothing out park terrain to reduce hiding places. Law enforcement will improve with resumption of the Parks and Recreation Department's roving patrol.

Some neighborhood mothers reportedly do not allow their children to play at Wiggums Hollow Park because of safety problems as discussed. This indicates a potential for volunteer supervision by non-working mothers if they could be so motivated. The Multi-Service Center probably is in the best position to bring this about.

G. SUMMARY

The Everett Boys' Club provides the majority of recreation opportunities available within the neighborhood. The community's one park (Wiggums Hollow; 5 acres) probably is sufficient considering the relatively small neighborhood area and presence of other parks nearby. However, inappropriate design has led to several problems which reduce the park's recreation value and increase maintenance costs. These problems can be corrected only by partial redevelopment. The situation points up the need to hire planners and contractors with experience

in successful park design, and to be particularly wary of untried, innovative concepts. There is a place for innovation, but its ramifications must be very carefully thought out.

The neighborhood has a greater than average potential for juvenile delinquency because of its socio-economic problems. The Boys' Club undoubtedly has had a major moderating effect and it is important that its programs be expanded as needed. Other programs as discussed could reach those not served by the club. Recreation and education programs in such an area can serve a greater purpose than mere entertainment. If oriented properly, and staffed with competent, sensitive people, they can help residents solve their personal problems and improve attitudes towards self and community.

NEIGHBORHOOD SERVICE ANALYSIS

A. IDENTIFICATION

1. Name of Neighborhood: Garfield (City of Everett)
2. Census tracts that best approximate neighborhood: Portions of 402, 403, 404, 405, and 406.

B. DESCRIPTION

Garfield is a relatively homogeneous neighborhood of mostly low income families. Housing largely is modest single-family homes on small individual lots. The terrain is level. Streets in most of the area are straight and run in cardinal directions. Neighborhood boundaries enclose an area roughly 1 by 3/4 miles. The population is mostly white, blue-collar working class. A few minorities, mostly Blacks and Indians, live in the neighborhood, but there were no reports of racial friction. People tend to be transient; 435 of 536 students enrolled at Garfield withdrew School during the 1976-1977 school year.

Because of its relatively low per capita income and the deteriorated condition of many homes, Garfield has been recently chosen as one of two Everett neighborhoods to participate in a Community Housing Improvement Program. The program is funded by a block grant under Title 2 of the Housing and Community Development Act of 1974, (CHIP). Interested residents have formed a Garfield Neighborhood Improvement Committee to implement the program.

An additional local organization, the Garfield Community Service League, was created to deal with a conflict involving Garfield Park.

Although both groups are in their infancy, motivation appears strong and there already have been accomplishments. Coordination between the two has been good, partly because some people belong to both groups.

C. RECREATION FACILITIES AND PROGRAMS AVAILABLE IN THE NEIGHBORHOOD

1. Public agencies: The Everett Parks and Recreation Department operates three parks in the neighborhood. The smallest is Clark Park, a 1/2-acre open playing field located at the neighborhood's western edge. Riverdale Park covers 10 acres in the northeast corner. A portion has been developed as a baseball field and the rest is brush and woodland.

Centrally-located Garfield Park (6 acres) was deeded to the city in 1931 by a businessmen's association. The conveyance stated that the park would be used for "public playground purposes, and none other." The park has since developed into a ballfield complex (1 Little League, 2 softball fields), and is enclosed and partitioned by a maze of cyclone fences with very little park open space. It also contains a minimal play area, two tennis courts, and a meeting hall. The hall is unserviceable, as it is obsolete, does not meet city code requirements, and constitutes a serious fire hazard.

Outdoor facilities at Garfield Elementary School, a new, modern facility, are open to the public when school is not in session. These include a play area with simple apparatus, outdoor basketball courts, and a large grassed playing field. The school's gymnasium is made available to groups through the city's School Park Recreation Program, a cooperative program operated in conjunction with the Everett Parks

and Recreation Department. School meeting rooms are available to the public by special arrangement.

Public recreation programs available in the neighborhood consist of Little League baseball, organized softball, soccer, and mobile programs provided by the Everett Parks and Recreation Department ("Van Go" and "Caesar"; see jurisdictional report for description).

2. Private, non-profit agencies: None

3. Commercial enterprises: None

4. Private households: Backyard recreation consists mainly of gardening, barbecuing, and other activities requiring minimal facilities. Homes in the neighborhood do not have swimming pools or tennis courts.

D. CHARACTERISTICS OF RECREATION WITHIN THE NEIGHBORHOOD

1. Users of parks and programs: Use of the Little League and two softball fields at Garfield Park and Riverdale Park's baseball diamond is strictly by league ball teams. The recent mushrooming interest in softball results in continuous booking of these fields during the season, thus precluding their use for non-organized "pick-up" games or for unstructured playground activities. Most ball players and spectators live outside the neighborhood. The playfield at Garfield Elementary School is used for soccer and for other team sports. Play apparatus on the school grounds and in Garfield Park is used by children, and tennis players make moderate use of the two available courts. Children take great interest in the two mobile programs provided by the Parks and Recreation Department.

2. Non-users of parks and programs: Children, adults, and senior citizens not interested in playing ball or soccer are largely excluded from Garfield Park during the summer, except for the small play areas and tennis courts. Families and individuals who would otherwise use a neighborhood park for unstructured activities such as picnic lunches, walking, romping with dogs, throwing frisbees and the like are precluded from doing so by league ball playing. Playfields at Garfield Elementary School and Clark Park are more available for unorganized play than Garfield Park, but even so they tend to be monopolized for team sports.

Other factors limiting park use, in addition to organized ball, are vandalism, lack of maintenance, and lack of supervision to prevent fights and criminal activities. There have been a few instances of physical assaults on children, and some mothers forbid their offspring to use the parks.

3. Recreation needs: Although existing park acreage is sufficient to meet neighborhood needs for close-to-home recreation land, extensive ballfield development leaves no room for unstructured park activities such as walking, picnicking, kite flying, and the like. People must travel outside the neighborhood for these activities and also for those requiring specialized facilities, such as swimming, dancing, skating, golf and bowling.

Redevelopment of Garfield Park to an open playground - park with minimal development as it was originally, would allow simple outdoor pursuits to take place within the neighborhood. Because specialized facilities are expensive and can serve more than one neighborhood, further study is needed to determine where in the city they are needed

and potentials for private investment.

Residents have requested a community center which would include space for arts and crafts, games, meetings, and, if possible, dances. The proposed center also would serve as a focal point for information, tours, and social gatherings, and would double as a senior citizens' center.

More creative playground equipment is planned for the Garfield School playground and will include a simulated boat made with logs and an obstacle course. The facility will be used for physical education classes during school hours and will be available to the public after hours.

The Garfield School is one of two in the city that do not participate in the Everett Community School Program. People therefore have to travel outside the neighborhood for adult education classes. The extent they do so is not known; the Everett School District plans to obtain such information by monitoring addresses of persons taking classes in other areas.

Substitution of recreational activities of questionable benefit for those which cannot be carried out locally because of facility and program deficiencies probably occurs, but is difficult to measure. It seems reasonable to assume, however, that provision of more close-to-home recreation opportunities would help draw people away from taverns and television sets.

4. General attitudes toward parks: Problems related to the softball fields at Garfield Park have caused strong sentiment among neighborhood people (see F. Solutions).

3. Attitudes toward specific park elements:

a. Closeness to home: All neighborhood residents live within 3/4 mile of a park. However, the most centrally located park (Garfield) is not presently usable to most people because of ballfield development. With redevelopment as proposed (see F. Solutions), most people would be within reasonable walking or bicycling distance of a park.

b. Crowding: Crowds of spectators attending Little League and softball games at Garfield Park are a serious problem, as discussed under (E. Discussion of Problems). Otherwise, there is no problem with crowding of facilities.

c. Condition of facilities: Because of inadequate funds for operations and maintenance, park facilities are in poor repair. The only structures, restrooms and a small meeting hall, have been vandalized and are nearly unusable.

d. Quality of staff and programs: The "Van Go" and "Caesar" mobile programs operated during the summer by the Everett Parks and Recreation Department are the only programs available within the neighborhood. These are staffed by local college students, and are very popular with local children. Community leaders were complimentary toward top-level department personnel following recent meetings regarding local recreation problems.

e. Hours of operation: Late evening ball games have been very objectionable to people living near Garfield Park because of noise, lights being left on all night, and other problems. The Garfield Community Service League has requested that late games be discontinued.

f. Safety: Glass from broken beer bottles following softball games at Garfield Park is a hazard. Crime, particularly in the form of assaults on children, is reported to be increasing but is low compared to depressed areas of large cities. Fear of assault is a factor limiting park use.

g. Visitation rates: The ball fields are heavily used seasonally. Otherwise, no visitation counts have been made and use information is lacking.

E. DISCUSSION OF PROBLEMS

1. Facilities: The most urgent problem by far is the ballfield complex at Garfield Park. The complex has developed over a period of years because of pressure, first from Little League and more recently from organized softballers. Cyclone fences around and within the park, together with a lack of landscaping, make the facility unattractive. There is no off-street parking and no buffer between the park and surrounding homes. Poor drainage causes ponding during wet weather.

When the fields are in use, which is every afternoon and evening during the playing season, cars, and campers belonging to players and spectators clog streets near the park. Such street blockage is an irritant to residents and could pose a serious safety hazard in the event of fire or other emergency. Residents also complain of rowdiness, bad language, noise, and litter - particularly beer bottles and broken glass. Flood lights often are left on after 10:00 p.m., interfering with sleep.

Besides constituting a direct irritant to local people, the ball-

field complex denies use of the park for other purposes. Residents feel the single-use facility actually is in legal conflict with the park's original purpose as stated in the deed conveyance. Rather than press this point in court, which could result in reversion of the land to the original owners, the Garfield Community Service League is campaigning for redevelopment of the park as an open family and child-oriented area.

Ballpark maintenance is a problem because of shortage of funding. The City Parks and Recreation Department entered into an agreement with the Greater Everett Athletic Association, an affiliate of the Washington State Softball Association, whereby the ball players donate \$5 apiece for manpower and the department provides equipment and supervision. The program has not been entirely successful because the city cannot afford to hire sufficient supervisors. Other park areas also need maintenance.

Lack of community center is another money-related problem. Construction is planned, but is of lower priority than redevelopment of Garfield Park.

2. Programs: Except for the Parks and Recreation Department's mobile vans, there are no recreational programs available in the neighborhood. The Everett School District has attempted to interest residents in the Everett Community School Program, but without success. Until recently, the Garfield people have lacked a community spirit or desire for self-help. One likely cause is the transient nature of the population. Another may be the problems connected with Garfield Park; before its development as a ballfield complex the park was a

social gathering place for adults and children. It had a unifying effect on the people, whereas now it is divisive and an irritant.

The mobile programs involve neighborhood children in arts and crafts, and games, and are very popular. However, there are a couple of problems. Being city-wide in scope, the programs are available locally for only a few hours each week. Another problem is lack of a suitable area; the vans now must park in the street.

3. Special groups: A relatively high proportion of Garfield people are elderly. There presently are no facilities or programs in the neighborhood for these people, and the Everett Senior Center is approximately two miles away. However, a new 14,000 square foot Senior Citizen Center, located within a mile of the Garfield neighborhood, will be under construction this summer.

4. Public transportation: An Everett Transit System bus route connects the Garfield neighborhood to the central business district. For many, the service is inadequate as there are only seven round trips per day. There is a 6-hour gap in service in the middle of the day and no evening or week-end runs. To reach areas other than the business district requires a transfer. Many people, particularly senior citizens and children, do not have access to private automobiles and find it very difficult to reach recreation areas outside the neighborhood. Provision of additional runs presents a funding problem, especially since they may generate less income than those during peak commuter periods.

5. Vandalism and safety: Restrooms and the small meeting hall at Garfield Park have been vandalized until they are virtually unusable

and beyond repair. Fear of assault, particularly on children, is a problem which limits use of park facilities.

F. POSSIBLE SOLUTIONS

1. Facilities: The Garfield Community Service League has met several times with the director and key staff on the Parks and Recreation Department regarding the ballfield problem at Garfield Park, and tentative agreement has been reached toward a solution. Fences will be removed and the two softball fields will be moved to Riverdale Park, which has more area and also more buffer between the park and residences. Development of Riverdale as a ballpark complex will require acquisition of approximately 3 acres of vacant adjacent land.

The Little League field will remain at Garfield Park and will be enclosed by a movable fence which can be taken down when not needed. The remainder of the park will be redeveloped to allow unstructured activities by families and children. The Service League has tentatively decided to use \$35,000 of available CHIP block grant monies for preliminary redevelopment work.

The ballfield and park maintenance problem has not been solved. A possible solution would be to make federal funds available, possibly from the Land and Water Conservation Fund, for hiring additional city maintenance personnel. Another would be to make more use of volunteer labor, prison work-release personnel, work therapy groups from mental hospitals, and other manpower sources. To do this, however, will require additional funds for supervisory personnel.

Until funds are available for a community center, better use of

Garfield School can be a partial, temporary solution. A recent policy change now makes the facility available for neighborhood meetings and similar uses.

2. Programs: Participation in the Community School Program would bring adult education classes into the neighborhood. This will require greater community interest than has been exhibited in the past, which may develop as an outgrowth of the Neighborhood Improvement Committee and the Community Service League.

Redevelopment of Garfield Park will provide the City's mobile programs a better place to operate. Redevelopment also could stimulate community interest in do-it-yourself park programs for children.

3. Special groups: Construction of a community center would give senior citizens a facility for close-to-home recreation. Recreational opportunities for this group also would benefit from improved bus transportation to the Everett Senior Center, greater use of Garfield School facilities for meetings and special programs, and neighborhood participation in the Community School Program.

4. Public transportation: Extending bus service to include evenings and weekends, and increasing frequency of runs would make distant recreation areas more available to neighborhood people. The problem of additional funding for public transportation is part of a national problem. One possible solution would be to make monies available from the Highway Trust Fund.

5. Vandalism and safety: These are part of a national social problem; the alienation of youth. The most apparent solution is to make more money available for more law enforcement. In this regard,

the Parks and Recreation Department has reinstituted its roving Park Ranger program in July 1976. The program had been inactive because of funding shortages.

To get at the cause of the problem, however, will be much more difficult. It will require a rebirth of community spirit and an individual and public assumption of responsibility for the activities of youngsters. The recently formed Garfield Community Service League and Neighborhood Improvement Committee could become mechanisms for involving parents and children in community affairs.

The Parks and Recreation Department is attempting to approach the vandalism problem through public education, by instructing people on the benefits of proper park use and the undesirability of misuse. The effort has been restricted by shortage of staff.

G. SUMMARY

The Garfield neighborhood has sufficient land in parks. Its most urgent recreation problem is the existence of an inappropriate ballfield complex at Garfield Park. The ballfields are badly needed but lack of a buffer zone and off-street parking causes conflicts with neighborhood residents, and ballfield development precludes other park uses. Other problems are lack of park maintenance, vandalism, shortage of recreation programs, and lack of a community center.

Most of the problems are on their way toward solution. Community spirit and involvement have improved recently through creation of a Neighborhood Improvement Committee to implement a CHIP program, and a Community Service League to solve the ballpark and other recreation

problems. The league now has a hundred members and has reached tentative agreement with the Parks and Recreation Department on relocation of the ballfields and on park redevelopment and other problems.

Garfield's problems and the manner in which they are being solved have broad implications. They illustrate the need for continuous community involvement in planning and problem solving. They also illustrate how Federal grant programs can help, by requiring such involvement as a prerequisite to expenditure of Federal funds wherever applicable.

NEIGHBORHOOD SERVICE ANALYSIS

A. IDENTIFICATION

1. Name of neighborhood: Northwest Everett
2. Census tracts that best approximate neighborhood: All of 401 and a portion of 403.

B. DESCRIPTION

Northwest Everett is an old, stable neighborhood of middle to upper income families, located on mostly level land overlooking the mouth of the Snohomish River and Puget Sound. It is bordered on the north and west by a bluff which drops sharply to the industrial area rimming Port Gardner. Some homes along the bluff, which range into the \$200,000 class, were built by Everett's early industrialists and businessmen around the turn of the century. Housing in the southern part of the neighborhood is more modest and incomes are correspondingly lower.

Interior streets are straight, lined with mature trees and well maintained homes, and run in cardinal directions. In size, the neighborhood measures from 1/2 to 3/4 miles in width to 1-3/4 miles in length. Few minority people live here. The overall impression is of a conservative, moderately wealthy white neighborhood that holds to traditional values and takes pride in its appearance. There is a well developed community spirit and some residents are among Everett's civic leaders for school levy campaigns, school and park boards, and other public service activities. There are no organized community service groups,

however, possibly because there have not been group problems serious enough to cause their creation.

C. RECREATION FACILITIES AND PROGRAMS AVAILABLE IN THE NEIGHBORHOOD

1. Public agencies: The north end of the neighborhood is a large, attractive, tree and grass covered open space; 142-acre Legion Park, owned and operated by the Everett Parks and Recreation Department. The park includes a 122-acre public golf course, an arboretum, a museum, picnic facilities, bike path, play area, meeting hall, two softball fields, a Little League field, and tennis courts. The park's northern edge provides scenic viewpoints of Puget Sound and the city's harbor. Along the bluff at the southwestern edge of the neighborhood is Grand Avenue Park, a 3.4 acre strip of green which affords additional over-looks.

Everett Community College, located in Northwest Everett, offers nearly 200 evening and Saturday classes. Nonmatriculated students may enroll in daytime classes as well. Subjects are those typical of such an institution and include shoreline management and natural resource conservation. Physical education classes utilize the school's swimming pool, gymnasium, and tennis courts.

Whittier Elementary School participates in the Everett School District's Community Schools Program, offering evening classes on a variety of "how to do it" topics. Classes are free and instructors are volunteers. The school also has a playfield which is used for league soccer and a gymnasium that is available to groups through the city's School Parks Program.

Washington Elementary School, at the south end of the neighborhood, is no longer used as a public school but has facilities that are available for recreation. An asphalt floored gymnasium is used for boxing and basketball and a playing field for soccer; activities are coordinated by the Parks and Recreation Department through the School Parks Program. The school also is used for special education programs for the mentally and physically handicapped, and by Indian basketball teams from the Marysville area north of Everett.

Special education programs for mentally and physically handicapped children are conducted at Washington Elementary School. Funding comes from Federal, state, and school district sources. These serve a regional need.

Special programs are put on in Legion Park by the Everett Parks and Recreation Department. The Department's "Caesar" and "Van Go" mobile programs are available to children here for a few hours each week as in other neighborhoods.

Below the bluff which rims the neighborhood on the north and west is a portion of Everett's waterfront, which is primarily industrial but which also has recreation value. A marina, yacht club, and boat launching ramps are located there. Just offshore is the jetty, a long state owned sand bar which has high recreation value, and is accessible only by boat. A small (0.4 acre) parcel of city-owned land, Maggie's Park, was developed as a landscaped passive use area through contributions by Scott Paper Company.

2. Private, non-profit agencies: None

3. Commercial enterprises: A bowling alley is located on the

eastern edge of the neighborhood. One motel has a swimming pool for its tenants.

4. Private households: A few homes have swimming pools, although these are not popular in the Pacific Northwest because of its cool climate.

D. CHARACTERISTICS OF RECREATION WITHIN THE NEIGHBORHOOD

1. Users of parks and programs: Because of its wide variety of facilities, Legion Park attracts a broad cross-section of local residents and also those from other neighborhoods, particularly Baker Heights immediately to the east. League ball teams make heavy seasonal use of the Little League and softball fields. The meeting hall is rented for special events such as wedding receptions by local residents and also by people from neighborhoods without community centers, especially Baker Heights and Garfield. The golf courses and museum draw people from throughout the Greater Everett area.

Everett Community College is regional in scope, although many local people take advantage of its convenient location within the neighborhood. Residents strongly support and participate in the Community Schools Program at Whittier Elementary School.

2. Non-users of parks and programs: Northwest Everett residents are mostly affluent and highly mobile, and many do not use local parks and programs because their recreational interests are elsewhere. Many own boats, vacation homes, and recreation vehicles. Some belong to the Everett Golf and Country Club and others to the Town and Country Tennis Club, both of which are private facilities located in the

southern part of Everett. Many people travel to Seattle for cultural programs and entertainment not available locally.

3. Recreation needs: A covered swimming pool is needed in Everett's north end, although not necessarily in this neighborhood. Legion Park has adequate space for a pool, but if located instead in the adjacent Baker Heights neighborhood, it would be more accessible to low income people from there and from the Garfield area to the south. As elsewhere in Everett, ballfields and soccer fields are used to capacity and more are needed. However, they may have to be located elsewhere as there is a shortage of suitable undeveloped land here. Additional needs are for more tennis courts, court lighting, and a jogging track around Legion Park. Provision of more parking at Legion Park would relieve traffic congestion experienced during ball games. Residents feel there is a city-wide need for a performing arts facility, to be located probably in or near the central business district.

Many of the neighborhood boys, and some girls, travel to the Boys' Club in adjacent Baker Heights. There may be a need for a neighborhood teen "drop-in" center to supplement Boys' Club facilities. People in the southern part of the community are far enough from Legion Park to possibly warrant a small children's playground-park in their own area, and there may be a need for arts and crafts programs available in their area. These possible needs call for additional investigation.

Youngsters and adults travel outside the neighborhood for a wide variety of classes and programs made available by the Everett Parks and Recreation Department at various locations throughout the city. Some of these, such as a sailing program at Silver Lake in South

Everett, are difficult to reach for some residents. The programs are city-wide in scope, however, and held at the most appropriate available locations. Some programs perhaps could be held within individual neighborhoods such as Northwest Everett, but considerably more program funding would be required.

Additional needs along the waterfront adjacent to the neighborhood include a public fishing pier, possibly combined with an artificial reef. Northwest Everett people would like to have foot access from the bluff down to the water. A small swamp next to the railroad was bought by a private citizen to prevent its development for a switching track, and it has potential for city purchase to protect environmental values for the public.

4. General attitudes toward parks: People in the neighborhood use their parks and in general seem well satisfied with them. There are some complaints about parking problems and noise during ball games, and use of the parks for walking dogs. These complaints are not highly vocal, however, and conditions causing them are correctable.

5. Attitudes toward specific park elements:

a. Closeness to home: People in the southern part of the neighborhood live over a mile from Legion Park and would like to see a child oriented mini-park in their own area.

b. Crowding: There is a parking problem at Legion Park when all three ballfields are in use, and there is a heavy demand on tennis courts.

c. Conditions of facilities: Park and golf course facilities are adequately maintained although there is a chronic shortage of main-

tenance funds city-wide. Vandalism is less serious than in other neighborhoods.

d. Quality of staff and programs: Residents appear satisfied.

e. Hours of operation: People would like to have tennis courts at Legion Park available at night, which would require lighting. A desire also was expressed for day classes through the Community Schools Program.

f. Safety: No safety problems were encountered.

6. Visitation rates: Visitor counts are not available. Ball-fields receive heavy seasonal use. The tennis courts are in constant demand and there were no reports of underuse of any facilities or programs.

E. DISCUSSION OF PROBLEMS

1. Facilities: The main problem in providing additional facilities is, as elsewhere, related to a shortage of funding. Provision of additional softball and soccer fields is further complicated by a lack of undeveloped land in the neighborhood. There physically is room for more fields in Legion Park, but to put them there would add to problems of noise and insufficient parking, and also would displace existing park uses. The situation at Garfield (see Neighborhood Service Analysis for Garfield) illustrates the problems encountered when a ball-field complex is created in a residential area without providing for buffer space and parking.

Heavy demand on public tennis courts at Legion Park is partially caused by their daily use by high school students. This use is by

agreement and, while it helps solve a problem of a tennis court shortage at the high school, it also creates a problem by periodically preempting public use of the Legion Park courts.

Maintenance of facilities here is part of a city-wide problem caused by a shortage of funds to hire maintenance personnel. The problem has been particularly acute with respect to ballfields.

As discussed previously, the bluff which rims the neighborhood on the north and west, and railroad tracks below, act as physical barriers between the neighborhood and adjacent waterfront area.

Vandalism is a problem at Legion Park, although not serious as in other areas.

2. Programs: Neighborhood boys, and girls to a lesser extent, take advantage of programs at Everett Boys' Club in the adjacent Baker Heights community. This use is limited by two factors. Highway 99, a busy arterial which separates the two areas, acts as a partial physical barrier. There is also an attitude barrier on the part of some Northwest Everett mothers, who forbid their children to use the Boys' Club because of poor economic and social conditions in the Baker Heights area.

The factor which most restricts expansion of Department of Parks and Recreation programs and classes within the neighborhood is lack of funds to hire additional program staff. Classes now available through the Community Schools Program could be discontinued if present CETA funding for program coordinators becomes unavailable.

3. Special groups: Some elderly citizens have difficulty reaching the Everett Senior Center, as taking the bus requires a transfer.

The problem likely is not as great as in lower income neighborhoods because of greater access to private automobiles here.

4. Public transportation: Everett Transit System buses make 26 round trips daily to the central business district and 21 on Saturday. There is no late evening or Sunday service, which is a problem for those without access to private transportation. Transfers are necessary to reach other parts of the city from the business district.

5. Vandalism and safety: There is some vandalism at Legion Park but not as much as in other parts of the city. Teenagers of Northwest Everett are highly mobile, and it is possible that those inclined to commit vandalism concentrate their efforts in other areas. No particular safety problems were encountered.

F. POSSIBLE SOLUTIONS

1. Facilities: No solutions to funding problems are apparent outside of existing grant programs. With regard to space needs, Washington Elementary School is closed for regular school purposes and has a large playfield which might have room for a single ballfield. A large area of the school grounds now is paved, suggesting development as a tennis complex. There apparently is sufficient additional space to serve as a buffer and for off-street parking, although this would have to be verified. There also appears to be potential for use of school rooms for arts and crafts programs, possibly through the Community Schools Program, if the need for this becomes apparent. A public meeting could be held for people from the south end of the neighborhood to determine needs for arts and crafts or other programs, and

to determine public attitudes toward development of a ballfield and tennis courts at Washington School.

A stairway and path down the bluff from Grand Avenue Park, plus a pedestrian bridge over the railroad tracks, would provide better foot access to the waterfront. Determining the most likely funding sources of such a project would require further investigation.

Ballfield maintenance at Legion Park should be facilitated this year by a recent agreement between the Parks and Recreation Department and the Greater Everett Athletic Association. Ballplayers pay \$5 each toward hiring maintenance people and the department is to provide equipment and supervisors. It is uncertain at this point whether the agreement will be totally successful, as the \$5 fee may be inadequate and the department has a shortage of personnel for supervision. However, ballfield maintenance should be greatly improved over previous years.

2. Programs: Boys' Club programs in the adjacent Baker Heights neighborhood could be made more accessible by providing additional pedestrian crossing or possibly an overpass along Highway 99; the total need for these and appropriate locations would require additional investigation.

Funding for program staff, a major problem for the Parks and Recreation Department and the School District's Community Schools Program, could be improved by increasing the availability and stability of U. S. Department of Labor manpower programs.

3. Special groups: The Everett Senior Center will soon be located in a new building in the central business district, which will improve

its availability to Northwest Everett people.

4. Public transportation: As discussed in other Everett neighborhood reports, obtaining funds for additional public transportation is part of a nationwide program. One possible source is the Highway Trust Fund.

5. Vandalism and safety: As discussed in the Garfield neighborhood report, getting at the basic cause of vandalism will require a major shift in public attitudes, leading to acceptance of responsibility by parents and the community for juvenile behavior.

G. SUMMARY

Northwest Everett is an old, stable neighborhood of middle to high income families. Individuals are community-minded and are leaders in various civic functions. They support and participate in a local Community Schools Program. Residents have not organized into any type of neighborhood group, probably because there has not been the stimulus of serious local problems. A regional park and public golf course located here provide a wide range of recreational opportunities.

The community is better supplied with recreational opportunities than the other two neighborhoods examined in Everett, and problems are less urgent. The city-wide need for more sports facilities, particularly for softball, soccer, and tennis, is reflected here. Legion Park contains three ballfields, which cause parking congestion and noise problems during peak use periods. These problems can be corrected but the park has reached its capacity for ballfields and there is a

local shortage of undeveloped land suitable for ballfield development. Washington Elementary School, no longer used as a public school, has potential for developing one ballfield and a tennis court complex. Its classrooms could be used for arts and crafts if sufficient local need becomes evident.

City of Seattle

NEIGHBORHOOD SERVICE ANALYSIS

A. IDENTIFICATION

1. Name of neighborhood: Ballard
2. Census tracts that best approximate neighborhood: 29, 30, 31, 32, 33, 34, 47, and 48.

B. DESCRIPTION

The Ballard area generally reflects the characteristics of the entire city with a few notable exceptions. The community has a high percentage of families with a retired head of household and an income level well below the city average. The Ballard area is experiencing a rapid increase in percentage of female-headed households and in percentage of households with children. A large portion of the neighborhood is commercial in nature, reflecting the historic settlement patterns in which Ballard was a separate town prior to annexation by Seattle. The physical location on the Lake Washington Ship Canal has led to a concentration of commercial maritime activities, as well as general businesses. Most of the noncommercial land in Ballard is developed for residential use. The last ten years have seen a great increase in apartments in the area, especially small dwellings of five units or less.

C. RECREATION FACILITIES AND PROGRAMS AVAILABLE IN THE NEIGHBORHOOD

1. Public agencies: The Department of Parks and Recreation operates two community centers, a swimming pool, four tennis courts, two

boat ramps, Bergen Park, Loyal Heights Playfield, Golden Gardens Park, Salmon Bay Park, and Ballard playground. The Northwest Senior Center, which is sponsored by the city, is also located in Ballard. Shilshole Marina is operated by the Port of Seattle. The Chittenden Locks, which are operated by the Corps of Engineers, contain visitor facilities.

2. Private, non-profit agencies: YMCA and YWCA have active programs in Ballard. Little League and scouting activities are also popular.

3. Commercial enterprises: There are several bowling alleys, an ice skating rink, game parlors, and one movie theater, in and adjacent to Ballard.

4. Private households: Generally the apartments and homes in Ballard do not possess recreation facilities such as tennis courts or pools. One apartment complex does have such facilities. There is a private community club in the Blue Ridge area for residents.

D. CHARACTERISTICS OF RECREATION WITHIN THE NEIGHBORHOOD

The Ballard area appears to be fairly well served by the Department of Parks and Recreation's basic facilities and programs, at least in the opinion of most citizens. The community is strongly aware of its separate identity within Seattle, and actively participates with the city government in planning. Residents have been pleased with recent community improvements such as tree plantings, paving, and road improvements. Capital improvements have included renovation of the Ballard Community Center and the new Ballard Swimming Pool.

The two community centers, Ballard and Loyal Heights, appear to meet the majority of the recreation programming needs. The two centers provide a diversity of program content to a mixed clientele of youth and adults. Two groups, the elderly and the teenagers, appear to be using the centers and programs less than the other age brackets. The program needs of the elderly apparently are mostly met by the SPICE program and the Northwest Senior Center. The center is owned by the city and is run by Senior Citizens Centers and Services, a nonprofit group which receives United Way and city funds. The teenage group apparently is not attracted by the community center programs. The favorite teenage activity seems to be "social" gatherings at Golden Gardens Beach, often in numbers which effectively preclude use of the area by other age groups. While the majority of the teens in the area do use some of the parks and programs, there remains a disruptive element in the community which does not.

The majority of the neighborhood's desires for recreation facilities and activities are met either within Ballard or nearby. Water related recreation activities such as boating and fishing are available at nearby Green Lake, along the canal, and at the adjacent Shilshole Marina. The city zoo is within reasonable distance and it is served by public transportation. Discovery Park is also easily accessible and provides open natural areas for unstructured activities.

Several activities which are desirable but not adequately available within Ballard were mentioned during interviews. Bicycle trails and increased gymnasium space to compensate for the inadequate antiquated space now available at Ballard Community Center are needed. Public

meeting space and museum space are not adequate since the existing centers are so heavily programmed that additional requests are often precluded.

Additional playfields to allow use by unorganized groups were felt to be desirable, since existing fields are entirely booked for scheduled leagues the majority of the time. Day camp space in Ballard is not sufficient. Since there is a large number of children with working mothers in the area, day camps are very popular and the area now used is mostly developed for other activities.

Staff in the area is generally rated excellent, although the community feels that more staff is needed to meet needs properly. The residents appear to be pleased with available recreation services but are concerned that recent cutbacks will lower the quality in the future. Safety in the parks does not appear to be a problem.

Crowding, other than the heavy scheduled field use, appears to be a concern only in its deterrent on some participation by senior citizens who do not wish to use the centers when they are being heavily used for youth activities. The Ballard Center received 37,054 user visits last year; Loyal Heights Center received 61,208. Field use is also heavy; the Ballard Playfield, which contains two softball fields that can be converted to one football-soccer field, received over 44,900 user visits alone.

E. DISCUSSION OF PROBLEMS

The Ballard community feels they need additional facilities to better serve the citizens. The Ballard Community Center is very old,

and while it was upgraded several years ago, the original structure was not designed for present activities. Drop-in space is limited, there is no access for the handicapped, the numerous stairs discourage use by the elderly, and the gym is small and has a very low ceiling which limits activities. While the Loyal Heights Center gym is good, it is not able to handle all the demand, and most of the schools in the area do not have good gyms.

Ballard is a heavily water oriented community. Although the Shilshole Marina is nearby, it serves the entire city and region and does not have enough launch space to accommodate demand. Access to the canal is not adequate, although a planned renovation of the existing 24th Avenue pier will provide additional access.

Programs for special populations are available, although the majority of them are not offered through the neighborhood centers. City-wide programs appear to be reaching the majority of the elderly and the handicapped although physical modifications to the centers would increase participation in the activities. The main item mentioned as a barrier to use at Golden Gardens Park was the predominant use by teenagers. In addition, the facilities in the Ballard area seem to be particularly hard hit by vandalism, which has resulted in closure of one equipment rental program at a local school.

F. POSSIBLE SOLUTIONS

The Ballard area has many streets which originally contained trolley car tracks and are therefore wider than normal street rights-of-way. These could be used for bicycle trails which could serve both recreation

and transportation purposes.

Some citizens feel that the city-owned right-of-way at the foot of 36th Avenue Northwest could be used to provide a boat launching ramp into the canal. Additional access to the canal could be provided if funds were available for renovation of the 24th Avenue pier. The pier could be used for fishing and/or for moorage of the historic steam ferry San Mateo. Access could also be enhanced by additional parking at the Corps of Engineers Locks property.

The need for additional playfield space and increased gym space might be met by increased usage of school property, since there is apparently an over abundance of schools in Ballard which might be renovated for recreation. This solution however, would require a financial investment which could well be beyond the city's means. However, if Federal funds were available, matching money could probably be found.

The need for increased programs will become acute this summer, since the city's budget cutback has forced the Department of Parks and Recreation to drop its summer playground program. In the Ballard area, the advisory councils at the centers have contributed funds to allow the employment of one full time staff member to run the playground program, but this will not meet the need completely. Use of volunteers to organize and run programs already exists in several program areas, and it appears to be one of the more successful solutions.

There is currently a great deal of support for public use of a partially restored historical firehouse. The exterior restoration

of the firehouse was accomplished with Federal funds; however, funds for the renovation of the interior have not been found despite numerous proposals. If restored, the interior space could be used for a museum commemorating Ballard's Scandinavian heritage, a public meeting place, and other worthwhile uses.

The problems of vandalism and teenage use of Golden Gardens remain. The citizens feel that these are social as well as recreation concerns, and so far there have been no satisfactory solutions.

G. SUMMARY

The Ballard community sees a need for additional water access and for development of bike trails. While existing facilities are fairly adequate, the citizens see a need for upgrading of several items to preserve the recreation services and to meet increased needs in the future. Active participation by the citizens appears to be helping to improve the Ballard community in general, but additional concern by the city for their needs is seen as essential.

NEIGHBORHOOD ANALYSIS

A. IDENTIFICATION

1. Name of neighborhood: Rainier
2. Census tracts that best approximate neighborhood: 95, 101, 103, 102.

B. DESCRIPTION

The area is rapidly changing in its makeup - both racial and economic. This is a result of several factors; the increase in young affluent single households in the Capitol Hill area which has pushed low-income minorities out, and past unemployment problems in the aircraft industry which had a major effect on the blue collar workers who originally lived in the Rainier area and caused vacancy and mobility changes which opened the door for migration into Rainier. The income level in the area is below the city average, and the population of the area ranks above the city average in unemployment. The percentage of one parent households is also well above the city average. All these factors combine to make the community center facilities and programs essential to the area's feeling of community.

C. RECREATION FACILITIES AND PROGRAMS AVAILABLE IN THE NEIGHBORHOOD

1. Public agencies: The Department of Parks and Recreation operates Rainier Community Center, Genessee Park (undeveloped), Lakewood Playground, Sayres Park, Mt. Baker Park, Colman Playground, Seward Park, Colman Park, Columbia Park, Brighton Park. Facilities also include

two public fishing piers, boat rental and moorage facilities, public launch facilities, an art center (city-wide) and two beaches.

2. Private, non-profit agencies: Recreation provided by this sector is limited to private school and church facilities.

3. Commercial recreation: Commercial recreation development within the community consists of pool halls, game centers (foosball, pinball), tavern activities, and two bowling alleys.

4. Private households: One apartment complex provides tennis courts, two apartment complexes provide swimming pools. A few private homes along Lake Washington have swimming pools, tennis courts, and docks, but these are high income sections and represent a small portion of the neighborhood. The majority of the housing is lower and middle income.

3. CHARACTERISTICS OF RECREATION WITHIN THE NEIGHBORHOOD

The citizens in the southeast section of Seattle, which includes Rainier, see themselves as having higher recreation needs due to their economic, racial and social makeup. They feel that the city attempts to administer recreation service on an "even" basis city-wide, and does not recognize the special problems in the southeast area.

The biggest need perceived by the neighborhood representatives interviewed was for staff positions and salaries to operate the facilities and programs. Currently, the community center operates only six days a week with three full time and one part time professional staff. The swimming pool in the area is open six days also, which is unique since most of the city pools are only open Monday through Friday.

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ABBREVIATIONS

BIA –	Bureau of Indian Affairs
BOR –	Bureau of Outdoor Recreation
CDBG –	Community Development Block Grant
CETA –	Comprehensive Employment and Training Act
EDA –	Economic Development Administration
HEW –	U.S. Department of Health, Education, and Welfare
HUD –	U.S. Department of Housing and Urban Development
IAC –	Interagency Committee on Outdoor Recreation
LWCF –	Land and Water Conservation Fund
METRO –	Municipality of Metro Seattle
SCORP –	Statewide Comprehensive Outdoor Recreation Plan
SCSA –	Standard Consolidated Statistical Area
UITAF –	United Indians of All Tribes Foundation
SPICE –	School Program Involving Our City's Elderly

The money for the extra day is contributed by the SouthEast Effective Development Inc. (SEED) from the group's share of the city's HUD block grant. The neighborhood group feels that this extra service is important because the weekend is the best time for family activity.

The center serves a large drop-in clientele from the youth in the neighborhood. Emphasis in programming is mostly on organized sports since that appears to be the primary desire of the community. It is difficult for the center to offer diversified classes in arts and crafts and other interests since budgetary restraints require that all classes be self supporting, and/or taught by regular staff, and most of the population cannot afford fees which are necessary to buy materials and pay instructors. In addition, the cultural backgrounds of most of the center's participants do not prepare them for interests in many of the program activities which are offered in other centers. The residents do not participate in the fee supported programs in which they have only a marginal interest.

The demand for indoor facilities in the area is great. Since Seattle weather is wet and cold for a good portion of the year, indoor activities are very popular. The gymnasium at the Rainier Center is not adequate to meet all the demand. Use of school buildings at night and on weekends appears to be desirable from the point of view of the local citizens, but the mechanics of joint use appear to stifle coordination efforts. According to the neighborhood, the rules and regulations for use of the schools are so restrictive and expensive that it makes joint use almost impossible. Establishing a policy which allows easier use of schools is high on the list of desires in the

neighborhood.

The areas of the neighborhood which border Lake Washington are predominantly upper income Caucasian families who have never created a great demand upon the public programs, preferring to participate in private facilities available in the city. The exception to this is the Seward Park Art Studio which receives use from this high income area as well as the rest of the city. The majority of facility use presently comes from teenagers and small children, usually of minority extraction. The influx of minorities has had a great effect on use of the center since many of the Caucasians, especially the elderly who previously formed a large percentage of the clientele, are now reluctant to use the facilities. Some facilities and activities which are not adequately available in the neighborhood include performing arts, tennis and swimming. However, both the latter two are available at nearby public facilities, including a city tennis center, which is presently under construction. The new facility will provide both indoor and outdoor courts. Performing arts activities are available via public transportation, and at this time the area could probably not support its own facility.

The general attitude of the citizens seems to be that other sections are better off in their services and facilities, and they feel that there has been an historic lack of attention on the part of the mayor and city council towards this area. While most people feel that the parks and recreation programs which exist are good, they feel that more programs should be available. Closeness to facilities seems to be fairly satisfactory, especially since the Metro Transit System has

improved service to the area. Crowding does not seem to be a problem except for a lack of drop-in opportunities for use of fields, basketball courts and tennis courts due to the heavy scheduled team activities found on all city facilities. The condition of most of the facilities seems to be good, especially since several were renovated and redeveloped under the Forward Thrust and Community Development programs.

The quality of staff was one item on which everyone agreed. All residents were complimentary on the city staff assigned to their area. The number of staff members available was not felt to be sufficient to meet needs, especially for meeting the social guidance and counseling functions which are necessary due to the economic and social structure of the neighborhood. The quality of programs offered was felt to be good, but some attempt to introduce more diversity was felt to be desirable. The funds to allow this diversity, however, are not available within the neighborhood and it was felt that these should be provided by the city. Safety from crime appears to be of some concern, especially on the part of the white and elderly population. There do not appear to be many actual instances of crime in the parks; however, the perception of such danger probably reduces the use of the facilities. Safety from accident within the parks and buildings doesn't appear to be a major concern. The outdoor facilities receive use by both minorities and whites. The center appears to be the area where concern over safety is prevalent. A telephone survey conducted by SouthEast Effective Development, Inc. in 1976 indicated that 62.4 percent of the respondents felt that parks and recreation services in the area were

average or above, while only 23.6 percent felt they were poor or very poor.

E. DISCUSSION OF PROBLEMS

The southeast area of Seattle is probably the most ethnically diverse in the city. The recent increase in Pacific Rim immigrants, plus the historical settlement patterns, have given this area high concentrations of the Chinese, Japanese, Filipino and Samoan populations of Seattle. The influx of Blacks from the central areas into the southeast, combined with the above, creates a high demand for multicultural activities which are currently available in only small numbers. The lack of parental support of the recreation system also makes the expansion of the program difficult since the Seattle system relies a great deal upon volunteers for supervision, teaching and for funding contributions.

The recent city budget restrictions have cut the amounts of funds which are available to hire additional staff and provide equipment and supplies to meet the increased needs of the community. While the area is fairly well supplied with parks, a demand for additional indoor court space and playfields in the neighborhood exists, although Genessee Park, which is currently scheduled for development, will meet some of the needs for fields. The need for increased use of school gyms is a continual theme of the neighborhood. The administrative and funding problems of the agencies involved apparently outweigh the fact that the facilities of both are publicly supported and therefore should be open to joint use.

Programs for special groups such as the handicapped are minimal. The State Center for the Blind is located in Rainier, but no special recreation facilities are available. The city has contacted the school regarding a future development; however, no action has been taken. The center so far has not been interested in such facilities, since their emphasis is on integration of the students into society rather than separate use. SEED is currently studying the situation. The Lions Club has proposed a donation of funds for special facilities for the blind in Genessee Park, which is now awaiting development.

Programming at the Rainier Center for the elderly appears to be adequate, although not as extensive as in previous years, due to lack of participants. The city-wide programs appear to adequately meet the majority of needs. Environmental education, other than normal classes in local schools is not available in the area, but neither does there appear to be any demand.

F. POSSIBLE SOLUTIONS

The neighborhood sees the solution of most of its problems as increased investment by the city in staff, facilities, and program funds. Development of several city-owned parcels in the area would meet some of the facility needs. Better arrangements for use of school facilities would meet most of the need for indoor gymnasium space. This would be dependent on the negotiation of an expanded joint use agreement by the city and the school district.

Education and encouragement of the parents in the area to participate more fully in the programs would have the double benefit of in-

creasing their support for their children's use of the center as well as perhaps increasing their willingness to participate as the needed volunteers. Some evidence of neighborhood volunteer efforts in developing and maintaining playgrounds at several area schools indicates that such projects are both feasible and desirable.

Cooperation among the various agencies, both public and private, seems to offer some solutions to program needs as well as to facility deficiencies. The SouthEast Effective Development Inc., which is an agency formed to insure local participation in area planning, receives funds from the city's Community Development Block Grant funds which can be used for parks and recreation. SEED has contributed funds to increased operation of the swimming pool in Rainier Beach, to joint printing with the Department of Parks and Recreation of activity schedules which have been mailed to southeast residents, to development of mini-parks, and to studies of existing and future opportunities in the area.

Some expansion of the programs run by community groups, such as the Boys' Club and the Filipino Youth Association might be a partial solution. Both of the clubs operate in the neighboring community, but public transportation from Rainier to this area is difficult.

G. SUMMARY

Due to the area's social and economic makeup, it appears that increased adult staff to run meaningful programs for the high percentage of drop-in users remains the greatest problem. Given the city's budgetary restrictions which limit the amount of new staff which can

be hired, this is a difficult problem to solve. Money for increased program and equipment needs can be met to a certain extent by the activities of the Center Advisory Group, which can raise funds with special events. The use of Federal employment programs to maintain staff levels is a short term solution, but the uncertain nature of these programs does not allow reliance upon them in the long run. Unless the city is willing to expand its recreation portion of the total budget to allow for hiring of increased staff and thus reducing other city services, the most feasible solution appears to be a revised Federal employment program. If not improved, existing conditions will lead to a reduction in service to the neighborhood.

NEIGHBORHOOD SERVICE ANALYSIS

A. IDENTIFICATION

Name of neighborhood: Southwest Seattle

Census tracts that best approximate neighborhood: 105, 107, 108, 113, 114, 115, 116.

B. DESCRIPTION

The Southwest section of Seattle is separated from the main body of the city by the Duwamish Waterway, which has restricted growth in the area somewhat because of commuting problems. It is primarily an area of residential development occupied by married couples and households with children. 97 percent of the housing units are single family and 70 percent are owner occupied. It has the city's smallest percentage of single person households and its second largest percentage of households with children. Income levels vary according to census tract, but the overall income is the same as the city as a whole.

Topography in the southwest area has also influenced development. There are several very high ridges which divide the community physically, and the high slope instability and great amount of publicly owned watershed lands have caused settlement patterns to be sporadic. There are several widely dissimilar areas served by the Southwest Community Center and Pool, which was recently built using Seattle's Forward Thrust bond monies.

To the west, the area along Puget Sound is occupied by wealthy homeowners and close to Lincoln Park, one of the city's major urban

parks, which also contains an outdoor pool. To the east, however, the development is very mixed, with large lots and well kept homes quite close to old housing which is run down. Roads in this area are not all paved, limited through streets with no sidewalks are common, and much vacant land remains. The Delridge Valley area at the base of the hill is also very mixed. There is a public housing area in the middle of the community and much of the other housing was built quickly during World War II.

C. RECREATION FACILITIES AND PROGRAMS AVAILABLE IN THE NEIGHBORHOOD

1. Public agencies: The only public agency operating within the neighborhood is the Seattle Department of Parks and Recreation. The department provides the following: Delridge Playfield, High Point and Delridge Satellite Centers, Riverview Playfield, Westcrest Park, Lincoln Park, Highland Park, Roxhill Park, Fairmont Playground, Hughes Playground, and the Southwest Community Center and Pool.

2. Private, non-profit agencies: Salvation Army Red Shield and Pool, St. James Church (meals and recreation program for the elderly).

3. Commercial enterprises: There is no commercial recreation within the Southwest neighborhood; however, some activities are available in the Alki area to the north.

4. Private households: Several apartment complexes have small pools and tennis courts. Private homes are generally not equipped with such facilities.

D. CHARACTERISTICS OF RECREATION WITHIN THE NEIGHBORHOOD

The south and west sections of the neighborhood appear to have sufficient facilities to meet the needs of the immediate residents. The Delridge and Highland Park areas do not. The new community center which was built to serve the southwest is not at this time on a metropolitan transit route. The center is not equipped with athletic facilities; however, facilities are made available through the adjacent high school and junior high. Rather than stressing the athletic program, the new center is oriented toward classes and arts and crafts, especially pottery. Use figures show the predominant participants are adults rather than youth. Participation by the elderly is not very large, for two main reasons: there is no public transportation serving the center, and there are numerous activities offered for the elderly at the centers in the northern area of West Seattle. The lack of public transportation also reduces use by those not old enough to drive or without access to a car.

The Delridge and High Point Centers, which have been in operation for many years, have recently been reduced to minimum services due to a departmental budget cut. The two centers are old, small and difficult to maintain. Programs offered are those which can be handled with only a small part-time staff. The Delridge Center has a boxing program that is quite successful, but mainly the center serves a drop-in function. While the new center is very popular with the residents, some activities are not available due to lack of space. The indoor game area is limited and no tennis facility is available. The youth from the Highland Park area use facilities in the White Center area

for skating, bowling and indoor sports such as basketball. White Center is a county area that is served by Metro Transit. Neighborhood residents feel that additional tennis courts and gym space are needed. While the High Point Center does have a gym, it is in the middle of a public housing area, and many residents are reluctant to use the facility. Drop-in space for activities at the new Southwest Center is limited, since most of the building is divided into classrooms and the pottery shop.

Different sections of the neighborhood expressed different priority needs. Residents near the new center indicate funds for staff and programs as first choice. Those living in the eastern section see facility development as first priority. The city has recently bought land to develop a new major playfield complex near the High Point Satellite Center which should reduce some of the pressure on neighborhood playfields for scheduled organized sports, but it will not meet the need for additional facilities in the outlying areas.

The distance to the recreation facilities does limit the amount of use of parks, especially by young children and adults without cars. Generally, the residents feel that the condition of most facilities is good, and that the city responds well to specific complaints. The facilities available are heavily used; the Southwest Community Center use figures for 1976 totaled 46,859 participation units, and the major playfield at Delridge showed 37,275 which included a two-month closure. Quality of the available staff and programs was rated very high and, with the exception of questionable safety at the High Point Center, crime does not appear to be a deterrent to use.

E. DISCUSSION OF PROBLEMS

The area lacks adequate mass transit to readily serve the residents in the Southwest. Direct service within the area on an east - west basis is poor, due in part to lack of through streets. Access to the downtown Seattle facilities is fairly good once people get to the route, but it is not felt to be adequate at night.

Increased neighborhood facilities and additional indoor space are common requests of the citizens. The Southwest area has capitalized on joint use of school facilities with the operation of the new community center in conjunction with the two adjacent schools. These facilities, however, are not the answer to needs in the Delridge and Highland Park sections. The proposal by the Department of Parks and Recreation to close down the Delridge and High Point centers has met great resistance from the community. The small centers in these two areas provide the only direct service available, especially for youth.

The variety of programs offered in the Southwest is probably the best balanced of the Seattle neighborhoods studied. Class participation is high, and the special facilities for pottery are very popular. Programs for the special populations are less available. The local advisory council indicates a growing concern that the lack of adequate city monies is forcing them to contribute to provision of basic service, rather than program enhancement as was originally intended. The main area of concern seems to be for increased programming to reach the youth in the Delridge and Highland Park areas. The primary deterrent appears to be a lack of funds for staff and for school rental.

F. POSSIBLE SOLUTIONS

The expansion of public transportation in the Southwest appears the most easily solved problem. The Metro Transit has recently agreed to reroute bus service to the community center, which will improve accessibility. The community is hopeful that the construction of the new athletic fields planned for the High Point area will reduce the current pressure on the existing fields and allow increased use for "pick-up" games. Negotiations with the department have so far prevented closure of the two satellite centers, although service has been reduced. The construction of new subcenters in these areas, or at least renovation of the existing buildings, would provide more complete service to the community.

The Southwest section of Seattle contains a large amount of undeveloped open space. Lack of development is primarily due to steepness of slope, or other topographic features unfavorable to economical construction. The increased demand for housing and commercial sites will eventually overcome the difficulty and expense of site development. Preservation of sites suitable for future outdoor recreation facilities, and protection of scenic amenities could be accomplished by open space zoning or by public acquisition.

Increased use of school facilities appears to be one answer to the need for indoor space as well as for neighborhood playgrounds and courts. The present use of school facilities is limited to the two schools adjacent to the community center.

G. SUMMARY

The major problem in Southwest Seattle appears to be a lack of developed facilities in the eastern areas of the neighborhood. Two existing satellite centers which are scheduled to be phased out of operation will leave a further gap in facilities. The new center and swimming pool are both heavily used and are successful. Increased development in the area will put a strain on those facilities, however.

City of Tacoma

NEIGHBORHOOD SERVICE ANALYSIS

A. IDENTIFICATION

1. Name of neighborhood: Larchmont (Tacoma, Washington)
2. Census tract that best approximates neighborhood: 634

B. DESCRIPTION

There are more than 6,000 people residing in this large area near the south city limits of Tacoma. Current residential growth, both single and multi-family units, is expected to continue. This neighborhood, entirely within the boundaries of census tract 634, is bounded on the west by Pacific Avenue and is located south of 72nd Street. It has Tacoma's highest percentage of owner-occupied housing. It also has a high percentage of single family housing units, and most of the old structures are in sound condition.

C. RECREATION FACILITIES AND PROGRAMS AVAILABLE IN THE NEIGHBORHOOD

1. Public agencies: There are no parks available in the neighborhood. There is one elementary school in the area, but no community recreation programs are offered at the school.

2. Private, non-profit agencies: The Girl Scouts are active in the area.

3. Commercial enterprises: The only commercial recreation enterprises available to residents are bowling alleys, and they are at distances of 14 blocks to three miles. While not located inside of the neighborhood, their closeness makes them reasonably accessible.

4. Private households: Backyard recreation consists mainly of gardening, barbecuing, and other activities requiring minimal facilities. A few homes in the area do have swimming pools.

D. CHARACTERISTICS OF RECREATION WITHIN THE NEIGHBORHOOD

1. Users of parks and programs: There are no neighborhood parks or programs available.

2. Recreation needs: The residents who responded to this survey said that their first priority is for an area close to home for their children to play and participate in sports activity. After this need is met, they would like to have tot lots, picnic areas, baseball fields, tennis courts, and a covered swimming pool.

3. General attitudes towards parks: The people interviewed want clean, well maintained parks in their immediate neighborhood. They feel that additional park facilities in the area add to the quality of life, and to the quality of the neighborhood.

4. Attitudes toward specific park elements: Since there are no parks in the neighborhood, the residents listed what they would prefer if facilities were provided.

a. Closeness to home: Ideally, a neighborhood park should be within 3 - 5 blocks of home and located so users would not have to cross busy streets.

b. Crowding: A park should be busy, but not crowded.

c. Conditions of facilities: Facilities should be well maintained, not necessarily immaculate.

d. Quality of staff and programs: A park should have a good balance of paid and volunteer staff and programming to attract all age groups.

e. Hours of operation: Park hours should be variable and flexible, but not irregular.

f. Safety: Plans should be approved by the age group, or parents, that are going to use the facilities. Some type of adult supervision should be provided, at least during peak hours so that one age group does not dominate the park.

5. Visitation rates: There are no facilities located within the neighborhood. However, there are some baseball fields located within a short driving distance that the neighborhood people use.

E. DISCUSSION OF PROBLEMS

1. Facilities: In order to provide playgrounds within a 1/2 mile radius of residents, at least two and possibly three areas should be developed. The most urgent demand is centered around the South 72nd and Pacific Avenue area where most of the population of this area is concentrated. Acquisition and development of a new ten-acre site would provide adequate service to this area. In the southeast corner of the neighborhood, a joint-use playground could be developed at Larchmont Elementary School (East 88th and "C" Streets). A second ten-acre site should be developed in the southwest corner of this area to meet the needs of a rapidly growing population in an area of multiple-family housing.

Playgrounds in the neighborhood could include such features as wading pools, formal and informal game areas, play apparatus, a shelter, landscaping, and other facilities as desired by the local public. Standards from Tacoma's 1975 Community Development Plan call for one playground per 400 population with 5 acre minimum site size and a 1/2 mile service area radius.

2. Programs: The various programs that are sponsored by the Metropolitan Park District should be available to the neighborhood.

3. Special groups: The Metropolitan Park District operates a summer recreation program for handicapped children and youth and a social/recreation program for handicapped youth twice a month during the school year, outside of the neighborhood.

Elderly: Nothing is available within the neighborhood; however, services are provided on a city-wide basis. Senior citizens may meet every day except Sunday at Wright Park Senior Center from 8 a.m. to 5 p.m. Special weekly trips to various points of interest are offered at cost to senior citizens. Several special programs for senior citizens are offered at South Park. For senior residents from the Larchmont neighborhood, a trip outside of the area is required to reach any type of social event sponsored by the Park District.

Ethnic groups: As with other residents members of an ethnic group must travel outside of the neighborhood to find their recreation.

4. Public transportation: The Tacoma Transit System serves the south end from 5 a.m. to 12 a.m. daily, with buses twice an hour for most hours of the day. On Saturday, Sunday and holidays, the buses run on the half hour. A transfer is required to reach most recreation

and this is considered to be a deterrent by some residents.

5. Vandalism and safety: These two items are not a problem due to the absence of facilities and programs. If facilities are provided in the future, residents would prefer that children's facilities be accessible by sidewalks to avoid having to cross major streets or busy intersections.

F. POSSIBLE SOLUTIONS

1. Facilities: The best solution to the existing lack of facilities would be to construct new facilities within a half mile of existing residences. The southeast section of the neighborhood could be served by development of a joint-use playground at Larchmont Elementary School (East 88th and "C" Streets). A ten-acre site could be developed in the southwest section to meet the needs of this rapidly growing multiple-family residential area.

If new areas within the neighborhood are not developed, then the improvement of the closest existing parks and playgrounds would be of some benefit to the neighborhood residents. Planned improvements that could be implemented at playgrounds that presently serve this area are: replacement of fences, resurfacing of tennis courts, and addition of a sprinkler system at Alling Playground; general park development, swimming pool, tennis courts and a community center at Stewart Heights/South End; construct a multi-use area, resurface the tennis courts and replace fence at Harmon Park; develop parking and additional play areas, and more play equipment and improve traffic circulation and water quality at Wapato Park.

2. Programs: Provision of services depends on development of facilities or joint-use of existing school or private facilities, and provision of operations and maintenance funds. Since most financial assistance programs are not set up to meet the needs of program provision, a new funding source, perhaps Federal, is needed to cope with this problem.

3. Special groups: The handicapped, elderly and ethnic groups could best be served by the construction of one or two community centers. The centers would provide a much needed place for groups to meet, socialize, and become more involved in the community as a whole. Community development funds could be a possible solution for the development of a community center for this neighborhood.

4. Public transportation: Cross town bus service would be helpful in providing access to existing recreation areas outside of the neighborhood. Direct bus routes to popular recreation areas and special facilities would serve the residents best.

5. Vandalism and safety: Neighborhood residents want lighted adequately supervised playgrounds. The areas should also have fences to separate vehicles from park users.

G. SUMMARY

The people from the Larchmont neighborhood need two or possibly three neighborhood playgrounds. Under current conditions, people from this neighborhood must travel distances from 10 blocks to three miles to reach existing parks and playgrounds.

People feel that the Larchmont School grounds at 88th and "C" Streets and the vicinity of 76th and 80th East "E" and "D" Streets would be suitable locations for neighborhood parks. Residents would also like to see more land dedicated to recreation use instead of being entirely converted to new home development.

NEIGHBORHOOD SERVICE ANALYSIS

A. IDENTIFICATION

1. Name of neighborhood: Portland Avenue, Tacoma
2. Census tracts that best approximate neighborhood: 621

B. DESCRIPTION

Portland Avenue is primarily a neighborhood of low income families, with a considerable amount of two and four unit homes built on small lots. The terrain is hilly. Streets in most of the area are laid out on a grid; some are unpaved, others are in need of repair. The neighborhood covers an area roughly 1 by 1/2 miles. The population is mostly white with 20+ percent in the non-white category. The overall non-white population of Tacoma is 9.2 percent (Source: 1970 U. S. Census).

C. RECREATION FACILITIES AND PROGRAMS AVAILABLE IN THE NEIGHBORHOOD

1. Public agencies: The Metropolitan Park District operates one playground of 11 acres in the area, containing a field for athletic events, playground apparatus, a wading pool, and a shelter.

2. Private, non-profit agencies: The majority of people who provided information reported that no non-profit agencies provide recreation within the neighborhood. It was pointed out, however, that church programs are available just outside the neighborhood.

3. Commercial enterprises: None.

4. Private households: Backyard recreation consists mainly of gardening, barbecuing, and other activities requiring minimal facilities. Homes in the neighborhood do not have more elaborate recreation facilities such as swimming pools or tennis courts.

D. CHARACTERISTICS OF RECREATION WITHIN THE NEIGHBORHOOD

1. Users of parks and programs: The playground at Portland Avenue receives some baseball and soccer use. Use of the Park District programs has been slight because of the poor availability and selection of programs.

2. Non-users of parks and programs: In general, families and the elderly do not use the park at Portland Avenue. The response received most often from non-users was that the facilities are in a poor state of repair.

3. Recreation needs: Existing open land appears to be sufficient to meet neighborhood needs for close to home recreation use; the problem is in the lack of developed facilities. Expressed needs are for picnic facilities, benches, tennis courts, and play apparatus, for use by children and families close to home. People must travel outside the neighborhood for activities requiring specialized facilities, such as swimming pools, golf courses, bowling alleys and skating.

4. General attitudes toward parks: The people interviewed for this study would like to see clean, well maintained parks in their immediate neighborhood. They are strongly in favor of additional park facilities in the area because they feel that it adds to the quality of life, and to the quality of the neighborhood.

5. Attitudes toward specific park elements:

a. Closeness to home: Most of the residents feel that distance to parks is not a problem. The Portland Avenue Playground is within a 3/4 mile radius of most people. The hilly terrain however, is an impediment to walking or riding bicycles to and from the park.

b. Crowding: There is no problem with crowding at the Portland Avenue Playground. Low use of the facility is frequently attributed to poor maintenance of equipment or lack of structured programs.

c. Condition of facilities: A majority of the people feel that the playground facilities are in poor condition. The equipment is poorly maintained, and is sometimes destroyed by vandalism.

d. Quality of staff and programs: The people that supplied information feel that the playground leaders at Portland Avenue have been poorly trained, and that too few programs have been offered. Program selection is left up to the playground leader.

e. Hours of operation: There are no definite hours of operation; no daily hours have been posted at the playground.

f. Safety: The Portland Avenue Playground has no fences or any type of vegetation around the outside edge. This is unsafe for playground use because motor bikes can be driven on the field. The park department has requested more police in the area but has been turned down. Also mentioned as a safety problem were large dogs running loose in the playground. The Portland Avenue Playground does not have night lighting, so the residents are fearful of using the playground after dark.

g. Visitation rates: The playground has baseball diamonds and

a wading pool which receive seasonal use. Visitation to this park is also restricted by difficulty of access, lack of playground or park equipment, and poor maintenance of existing equipment and grounds. (1975 Community Development Study). The wading pool gets little use.

E. DISCUSSION OF PROBLEMS:

1. Facilities: The playground at Portland Avenue contains a poorly maintained wading pool which gets little use. The play apparatus is often broken and the roof of the shelter building has large holes in it. Lack of maintenance is the major problem at the Portland Avenue Playground. The Community Development Plan of 1975 recommended the following facilities: playgrounds in the city should include wading pools, formal and informal game areas, play apparatus, structural shelter, landscaping and other facilities as required by local public demand. Accepted standard guidelines from the city are: one playground per 400 population with five acre minimum site size and half mile service area radius.

2. Programs: The Metropolitan Park District has a wide variety of programs that can be offered at individual parks. The people who were interviewed feel that the leadership at Portland Avenue Playground has been poorly trained and that program selection has been poor. The residents feel that more programs should be offered, and that the public should be informed of upcoming programs.

3. Special groups: Recreation facilities for special groups are available, but they are located outside of the neighborhood.

The Metropolitan Park District operates a summer recreation program for handicapped children and youth, and a social/recreation program for handicapped youth is scheduled twice a month during the school year. This program is administered at South Park, located at South 50th and Puget Sound Avenue. Transportation is provided by school buses. Two other areas used by the handicapped are at St. Leo's School in the central business district, and the University of Puget Sound, in northwest Tacoma.

Senior citizens may meet every day except Sunday at the Wright Park Senior Center, at South 6th Street and Yakima Avenue; north of the central business district. Bus transportation to this area is available through the Tacoma Transit System. Special weekly trips to various parts of Washington are provided at cost for senior citizens. To use these programs, senior citizens from Portland Avenue must travel to the downtown area of Tacoma.

The Hilltop Playground, which is also called the Malcolm X Center, is provided especially for the Black community. It is located at South 16th and "K" Streets, which is in the central business district. No mention of either parks or programs available for any other ethnic group was made.

4. Public transportation: The Tacoma Transit System serves the Portland Avenue neighborhood daily from 5 a.m. to 12 a.m. every day except Saturday, Sunday and holidays. On weekends, the buses run on the hour; during the week there are buses available twice an hour. A transfer is needed to reach most recreation areas outside the neighborhood. The bus system provides the only public transportation to

the city's recreation system.

5. Vandalism and safety: The playground areas are not patrolled and none of the ballfields are lighted. Motor bikes on the Portland Avenue Playground, large dogs running loose in the play area, and the lack of sidewalks in the neighborhood present safety hazards for anyone walking to the parks.

The few facilities on the playground have been subject to vandalism, but not to any greater degree than in other parks in the city.

F. POSSIBLE SOLUTIONS

1. Facilities: The Metropolitan Park District Recreation and Open Space Plan for the years 1975-1990 calls for playground improvements at the Portland Avenue Playground. The playground was recommended for land expansion and additional facilities. Recommended facilities consist of tennis courts, regrading and returfing of the field area, and the addition of a sprinkler system. Improvements are also scheduled for McKinley Park which is located at East 44th and McKinley. Although not located in the neighborhood, this park is reasonably close and could serve neighborhood residents with access to transportation.

Both areas are in need of improvement; however, under the present funding situation with the Park District receiving between 1-1/2 and 2-1/2 percent of the city budget, it appears these improvements are years in the future.

2. Programs: The Park District has a wide range of programs, but programming at the local neighborhood playground is left up to

the playground leader. The administrators would like to be more responsive to the program needs of the local people, but adequate funding for additional staff and facilities must first be made available. More use of local volunteers could help establish a broader selection of programs to stimulate community interest, and promote better acceptance of programs.

Greater availability of schools for evening and weekend use could provide more facilities for programs such as arts and crafts and athletic activities. Schools, along with most other city functions, are in need of funds to provide these services.

3. Special groups: The handicapped, elderly, and ethnic groups could best be served by construction of a community center. This center could provide a location for these groups to meet, socialize, and become more involved in the community as a whole. A possible source of funds might be through HUD Community Development Block Grants.

It would be difficult to use most of the schools in the area because of the problem of accessibility for the handicapped as well as the elderly. Most of the schools are ten to fifteen years old and were not built on one level. Some classroom space could be made available after hours for ethnic groups, but there is still a problem with funding.

4. Public transportation: Providing cross town bus service would make recreation areas more available in considerably less time. At the present time, a bus ride and transfer are required to reach other areas of the city that provide recreation. Other options might be to run buses directly to heavily used recreation areas, or have charter

bus service easily available.

5. Vandalism and safety: Playground safety at Portland Avenue could be improved by constructing a fence around the area, to help reduce the motor bike problem and also help reduce the dogs running loose in the park. The feeling of safety could be enhanced and the use period could be extended by park lighting. Nighttime athletic use could promote safety through larger numbers of people present in the park. Additional police patrolling of the area could enhance safety and reduce vandalism. Sidewalks for people walking to and from the playground would help reduce the safety hazard now presented by pedestrian use of the street.

G. SUMMARY

The problems of the Portland Avenue neighborhood are many. Priority concerns are poorly maintained facilities, lack of, or very little program availability, the need for additional facilities, and transportation to existing facilities outside the neighborhood. Much could be done by the Metropolitan Park District if more funds were made available. Solutions that require a minimum of funding, such as joint use of school facilities and greater use of volunteers and non-profit organizations, may be the only source of improvements under the current funding situation.

City of Kirkland

NEIGHBORHOOD ANALYSIS

A. IDENTIFICATION

1. Name: Kirkland Parks Department Senior Center

B. DESCRIPTION

The Senior Center is operated by the Kirkland Park Department. It is located near downtown Kirkland in a building owned by the Lake Washington School District. The center draws people from throughout the City of Kirkland and the adjacent planning area. Most of those who visit the Senior Center are over 65 and living on fixed incomes. Many are no longer able to drive and a high percentage have left their single family houses and are now living in apartments or mobile homes.

The center has designed its services and programs to meet a broad range of human needs. Health care, legal services, low cost meals, home maintenance, and transportation as well as recreation are available.

C. RECREATION FACILITIES AND PROGRAMS AVAILABLE

1. Public agencies: While some visitors to the Kirkland Senior Center have park and recreation facilities available in their own neighborhoods, most tend to rely almost exclusively on the center to provide their recreation needs. The Kirkland Senior Center regularly provides facilities and programs for shuffleboard, card playing, pool, crafts, lapidary and dancing. In addition, the center organizes special tours and outings to park and recreation areas in Kirkland and

around the Puget Sound area.

2. Private, non-profit agencies: A number of visitors to the Kirkland Senior Center also participate in senior citizen programs operated by churches and service clubs in the Kirkland area.

3. Commercial enterprises: As is the case with public facilities, some visitors to the center have commercial recreation operations--bowling alleys and a private golf course--available in their neighborhoods. They tend not to use these facilities, relying instead on the services of the center.

4. Private households: Visitors to the Kirkland Senior Center generally do not have sophisticated facilities like tennis courts and swimming pools available at their residences. Some apartment complexes do have game and party rooms.

D. CHARACTERISTICS OF RECREATION IN THE NEIGHBORHOOD

1. Users: The Senior Center is used by men and women, generally over 65 years old, living in and around the Kirkland area. The center's programs are very popular and well attended.

2. Non-users: Many Kirkland area senior citizens do not use the center's facilities, Kirkland's parks, or private recreation facilities because of inadequate access to transportation, physical limitation, and/or a lack of money.

3. Recreation needs: The Senior Center is currently housed in the basement of the Lake Washington School District's Central School Building. This temporary location is not adequate to meet the needs of the area's senior citizens. In 1976, Kirkland's voters approved

a \$250,000 bond issue to help finance construction of a new multi-purpose Senior Citizen Center.

Visitors to the Center would like to have access to an indoor swimming pool, outdoor shuffleboard courts, tennis courts and a pitch and putt golf course.

4. General attitudes toward parks: People using the Senior Center are quite satisfied with Kirkland's parks and the programs of the Senior Center. They are very excited about the prospect of having a new Senior Citizens Center.

5. Attitudes toward specific park elements.

a. Closeness to home: People using the center rated that facility and Kirkland's other park high on this point. Access and transportation to these nearby facilities, however, can still be a problem for the elderly.

b. Crowded: The center and the parks are seen as being well used--particularly on weekends and during the summer--but not seriously overcrowded.

c. Condition of facilities: The facilities at the current center are old and inadequate. These problems should be solved when the new center is completed. Other park department facilities are well-maintained and in good condition.

d. Quality of staff: People using the center felt the staff workers are doing an outstanding job.

e. Hours of operation: People are satisfied with the amount of time the center is open.

f. Safety: Safety in the Center is adequate and Kirkland's

parks are considered safe, at least during normal use hours.

6. Visitation rates: The Senior Center is being used to capacity with as many as 75 people on hand for the most popular activities.

E. DISCUSSION OF PROBLEMS

1. Facilities: The current Senior Center facilities are not adequate. This problem should be overcome when the new center is built and in operation.

2. Programs: The people who use the center appear satisfied with the programs which exist. Again, the new center will permit more programs if there is a demonstrated interest.

3. Special groups: The users of the Kirkland Senior Center are a special group. Their age and physical limitations present special recreation problems. Because of physical handicaps, it is difficult for many senior citizens to use even nearby neighborhood parks without special help.

4. Public transportation: The lack of transportation is probably the greatest difficulty which senior citizens living in and around Kirkland must overcome in using park and recreation facilities.

5. Low and fixed incomes: Many people using the center live on relatively low, fixed incomes. These people stated they would like to become more involved in recreation, but feel they can't afford to.

F. POSSIBLE SOLUTIONS

1. Facilities and programs: The development and operation of the

new Kirkland Senior Citizens Center will greatly improve the facilities and services available to Kirkland area senior citizens.

2. Transportation: The Kirkland Senior Center provides limited mini-bus service to its clientele. If this service could be expanded it would help solve the transportation problem facing those senior citizens who are no longer able to drive and who do not have good access to public transportation.

G. SUMMARY

The Kirkland Senior Center is providing valuable recreation and social services to people living in and around Kirkland. The new Senior Citizens Center will enable the city to provide better facilities, programs and services. The staff of the center is doing an outstanding job of providing popular quality programs within the limitations of the current, temporary facility. The lack of access to usable transportation, to the center and other Kirkland Parks, is a problem facing area senior citizens. This problem needs to be addressed and resolved as part of the planning for the new Senior Center.

NEIGHBORHOOD ANALYSIS

A. IDENTIFICATION

1. Name: Norkirk Community (Kirkland, Washington)

B. DESCRIPTION

Norkirk is Kirkland's oldest residential area. The 950-acre community extends from the central business district, north to Juanita Slough and east from Lake Washington to Interstate 405. The east and west portions of Norkirk are separated from one another by the Northern Pacific Railroad tracks.

Most Norkirk residences are single family homes, although there are apartment houses on Market Street along the north edge of the central business district.

C. RECREATION FACILITIES AND PROGRAMS AVAILABLE

1. Public agencies: The Norkirk Community contains the Waverly and Kiwanis waterfront parks, on Lake Washington; Crestwood Park, a 20-acre multi-purpose park with trails, picnic facilities and open space area; Highland Park, a 2-acre play area; Norkirk Neighborhood Park; and a 3-acre tot lot. The community also contains two elementary and one junior high school. Because Kirkland is small, and Norkirk is centrally located, Norkirk residents enjoy relatively easy access to all the facilities and programs of the Kirkland Park Department.

2. Private nonprofit agencies: The major services offered to Norkirk are the arts and crafts programs of the Kirkland Creative

Arts League.

3. Commercial enterprises: Tennis clubs, marinas and sailing schools, ski areas, stables and golf courses provide important recreation opportunities to Kirkland residents, including those living in Norkirk.

4. Private households: Home homes and apartments in Norkirk have private facilities such as swimming pools. Most people, however, rely on public facilities and services for their recreation.

D. CHARACTERISTICS OF RECREATION IN THE NEIGHBORHOOD

1. Users: The Waverly and Kiwanis waterfront parks are used by all segments of the Norkirk population, other Kirkland residents and people living in surrounding communities. Highland and Crestwood are family oriented parks, while the playgrounds and school facilities are used mostly by young people.

2. Non-users: Senior citizens living in Norkirk probably use recreation facilities less than other residents because of physical limitations and inadequate transportation. Most adult recreation takes place outside the neighborhood.

3. Recreation needs: Norkirk needs access to more playground and team sports facilities, tennis courts and a connecting link among all of Kirkland's waterfront recreation areas.

4. General attitudes toward parks: Norkirk residents are quite satisfied with the quality of the programs and facilities of the Kirkland Park Department.

5. Attitudes toward specific park elements:

a. Closeness to home: Norkirk residents rate their neighborhood parks and Kirkland's other recreation facilities high on this point.

b. Crowded: The parks are well-used but not overcrowded. Most use takes place during the after school hours and on weekends. The waterfront parks are very heavily used in the summer. These areas are also heavily used by mothers and children during the morning.

c. Condition of facilities: The park facilities are in good condition and well maintained.

d. Quality of staff: Excellent.

e. Hours of operation: People are satisfied with the amount of time the facilities are open.

f. Safety: The Norkirk parks are safe, at least during normal use hours.

6. Visitation rates: No specific visitation figures are available; however, recreation facilities in and around Norkirk are heavily used.

E. DISCUSSION OF PROBLEMS

1. Facilities: Because of Kirkland's size, the problems facing Norkirk are the same as the city's general recreation problems. There is heavy use of neighborhood parks by nonresidents, an inadequate intracity public transportation system and an insufficient number of neighborhood playgrounds and parks. There is also a critical need for a large, year-round team sports complex. Better access to the shoreline of Lake Washington and a system linking existing recreation

areas are also needed.

2. Programs: The programs of the Kirkland Park Department are generally meeting demands. There may be some need for the department to become more involved in arts and crafts programs.

3. Special groups: A fine senior citizen program is being offered. There may be a need, on a city-wide basis, for handicapped recreation programs.

F. POSSIBLE SOLUTIONS

1. Facilities: The remaining land in Norkirk, which is suitable for public recreation, should be acquired and converted to neighborhood playground use. The facilities of the Lake Washington School District should be used to provide additional recreation opportunities, as described in Kirkland's Park and Open Space Plan. The possibility of developing a major city/county administered team sports complex should be investigated.

2. Programs: The department could investigate the need for its becoming involved in arts and crafts programs.

G. SUMMARY

Most of the recreation available in Norkirk centers around neighborhood parks, the availability of Lake Washington School District facilities, and Waverly and Kiwanis waterfront parks. More neighborhood play areas and access to more team sports facilities are the major recreation needs of people living in Norkirk.

APPENDIX C

JURISDICTIONAL ANALYSIS

City of Everett

City of Seattle

Metropolitan Park District
of Tacoma

City of Kirkland

JURISDICTIONAL ANALYSIS

I. NAME OF AGENCY

Everett Parks and Recreation Department

II. GEOGRAPHIC LIMITS OF THE AGENCY'S JURISDICTION

The department is responsible for administering parks and recreation within the City of Everett, covering an area of 25 square miles.

III. PARKS, FACILITIES, AND PROGRAMS

The department administers 2 public golf courses, 16 parks of an acre or more, 5 mini-parks, and various small landscaped areas, all totaling 626 acres. Of the parks, 4 are regional in scope and the remainder primarily serve the neighborhoods in which they are located. Facilities present in the regional parks include a covered swimming pool, historical museum, day camp, band shell, children's animal farm, arboretum, greenhouses, meeting halls, numerous ballfields and other sports facilities, picnic facilities and natural areas. The three meeting halls are used for recreation programs operated by the department and also are rented to groups for special events.

The department's 1977 schedule lists 63 programs, held at appropriate locations throughout the city. The three major program groupings are sports and athletics, aquatic, and general recreation. General recreation is further divided into the following program categories: creative activities, youth, cuisine, adult arts and crafts, adult performing arts, workshops, outdoor classes, trips and tours, and summer

children's programs.

IV. TOTAL CITY EXPENDITURES FOR 1976

A. Total Expenditures, City of Everett: \$21,054,426

B. Total Expenditures, Dept. of Parks and Recreation:

 \$878,582 Departmental budget (operation & maintenance)

\$722,328 Capital investments (budgeted separat.'y)

 \$1,600,910 TOTAL

V. BREAKDOWN OF RECREATION EXPENDITURES FOR 1976

A. Capital investments:

 \$621,828 New development

 20,500 Rehabilitation

80,000 Acquisition (value of donated land)

 \$722,328 Total

B. Operation and maintenance costs: \$878,582.

C. Costs by program (tabulation of operation and maintenance costs by program; agency does not break out maintenance costs separately):

 \$71,908 Aquatic programs

 42,633 Senior Center (not under Department in 1977)

 6,365 Youth programs

 34,280 Outdoor programs

 40,253 General recreation

 23,233 Sports programs

 261,104 Golf courses

 296,219 Park services

 17,640 Ranger program (CETA funds; not included in budget)

 81,188 Administration

21,399 Other

 \$878,582 TOTAL

D. Planning and training:

\$ 745 From budget

6,000 CETA funds; not included in budget

\$6,745 TOTAL

E. Other.

\$21,399 Miscellaneous expenses

VI. SOURCES OF RECREATION FUNDS

A. Total Fund sources

1. For operations and maintenance.

	<u>Approx. % of Total Income</u>	<u>Predictability</u>	<u>Timing</u>
General appropriations of local government	31	Not sufficiently predictable	Timing problem funds available in June & Dec. of current year
Earmarked revenues of local government	0		
Independently levied taxes	0		
General obligation bonds	0		
Revenue bonds (Councilmanic bonds)	30	No problem	No problem
User charges and fees	23	Occasional problem	No problem
Concession royalties or fees	1	No problem	No problem
Federal grants (Revenue sharing)	5	Unpredictable	Unpredictable

Federal grant (King-Snohomish Manpower Consortium)	1	Unpredictable	Funds avail- able in early June, have to be spent by August 30th.
Philanthropy & donations (money or land)	5	Unpredictable	Unpredictable
Other (service to other departments, insurance from arson fire)	2	Unpredictable	Unpredictable

2. For capital improvements.

\$345,733	Revenue Bonds (Councilmanic bonds)
71,472	Grant: Interagency Committee for Outdoor Rec.
<u>225,123</u>	Federal Revenue Sharing
\$642,328	TOTAL

B. Receipts by Federal program.

Revenue sharing	\$302,634
RSP	21,902

C. Critical funding insufficiencies:

1. Funds needed by critical category.

\$30,000	Two recreation coordinators (salaries)
8,000	Clerk-Typist (salary)
30,000	Part time recreation program staff and student interns for temporary p. (salaries)
150,000	Ten additional full time maintenance staff (salaries).
15,000	Additional maintenance equipment and supplies
<u>5,000</u>	Computer to reduce administrative workload
\$238,000	TOTAL

2. Recreation needs with insufficient or non-existent sources of revenue.

\$25,000 Part time staff salaries for previous summer playground program which was cut from budget.

8,000 Salary for staffing summer activities using school gymnasiums.

1,000,000 Large activity centers for city-wide leisure activities, (arts and crafts, programs, etc., capital improvement monies).

\$1,033,000 TOTAL

D. Alternatives to increased funding now in use: The department has recently entered into an agreement with the Greater Everett Athletic Association, an affiliate of the Washington State Softball Association and the Amateur Softball Association. The league was formed in response to deteriorating ballfield maintenance caused by insufficient city funds, to eliminate duplication of effort, to improve scheduling of ballfield use, and to work toward additional sports facilities. The association now is mainly concerned with softball but plans to expand its scope to include soccer and other team sports.

The association assesses its 1,500 members \$5 each for a softball maintenance fund and also is applying for CETA money. Under its agreement with the city, the association furnishes manpower and the city provides equipment and supervisory personnel for ballfield maintenance. The agreement has been in effect only a few months and it is unclear at this point whether it will be totally successful. Funds raised by the association may be inadequate to hire sufficient manpower and the department lacks money for additional supervisory personnel. In spite of the problems, however, the agreement promises to greatly improve

ballfield maintenance over previous years.

The department also has a volunteer program involving the Camp Fire Girls, Boy Scouts, Arboretum Association, Little League, and "Pea Patch" community gardens. However, there is insufficient funding to hire staff for coordination and supervision, making the department unable to capitalize on the potential for volunteer labor.

VII. RECREATION AGENCY AUTHORITY, RESPONSIBILITY, AND OBJECTIVES

A. Financial:

1. The agency does not have independent taxing authority.
2. The agency does not have bonding authority for general obligation or revenue bonds. It acts through the city council, which does have these bonding authorities.

3. The agency can receive donations of money and land.

B. Recreation land acquisition and management authority.

1. The agency does not have eminent domain authority.
2. The agency does not have authority to acquire less than fee interests in land or water resources. With city council permission, the agency can purchase land belonging to other city agencies in fee simple or easement. The power of eminent domain cannot be used for such acquisition.

3. The agency can manage land outside its jurisdiction by permission of the parks and recreation board and city council, and already does so in at least two instances. With board and city council permission, the agency also could lease land outside the city, as for a day camp.

4. With city council authorization, the agency can:

a. Operate programs on land it does not own.

b. Operate programs on privately owned land.

c. Make capital investments on land it does not own
(and does so).

d. Make capital investments on privately owned land
(and does so).

e. Permit the operation of programs on its lands by
other agencies (and does so).

f. Permit operation of programs on its land by private
organizations (including concessions).

g. Permit capital investments on its lands by other
city agencies.

h. Permit private investments on its lands, either
profit or non-profit (and does so).

i. Enter into long-term leases or use permits as either
lessee or lessor (and does so).

C. The agency can utilize the services of volunteers, subject
to restrictions caused by a limited number of supervisory personnel.

D. The objectives of the Everett Parks and Recreation Department
are to provide all members of the community, who so desire, an oppor-
tunity to participate in safe, varied, constructive, interesting,
and enjoyable recreational activities.

Objectives are defined more specifically in the statement of
goals contained in the City of Everett Open Space Park and Recreation
Plan:

1. To coordinate community recreational resources within the park system and to integrate the park system with the daily activities of Everett's citizens.

2. To provide a park and recreation system available to all segments of the community serving varying economic, cultural, age, and geographical differences. Individuals and groups should be able to use and be encouraged to use all programs and facilities.

3. To provide a park system which is efficient to administer and maintain.

4. To cooperate with county and state agencies in fulfilling the recreational and open space needs of the Everett urban region and the watershed basin of the Snohomish River.

5. To develop a park system which compliments and enhances Everett's natural resources.

6. To incorporate historically significant sites into the Everett Park system.

VIII. RECREATION RESOURCES

A. The recreation agency owns or manages 16 parks of more than 1 acre, 2 public golf courses, 5 mini-parks and various small landscaped areas. Total number of acres is 626.

B. Agency perspective on resource options (suggestions and previous solutions):

1. Federal, state, and county responsibility to help operate city recreation facilities which meet regional needs. The Department of Parks and Recreation now operates two areas at Everett's southern

edge which are regional in nature and receive the majority of their use from outside the city. Thornton A. Sullivan Park (Silver Lake Park) is the only freshwater-oriented park in Everett and it attracted 150,000 people in 1976, 70 percent of whom were not city residents. The other area attracting mostly outside use is a public golf course.

The department would like to have federal, state, or county help in operating these areas, but prefers that assistance be in the form of funding rather than a transfer of operational responsibility. There is also potential for interagency cooperation in developing a large, regional sports complex.

2. Commercial recreation roles: The department sees a potential for negotiating long-term contracts with private enterprise for developing, maintaining, and operating certain revenue producing facilities on department-owned land. Examples are indoor tennis courts, and indoor skateboard park, and pro shops, bars and restaurants at golf courses. The department has a few long-term contracts now which involve golf course concessions and restaurants.

3. Cooperation between public and private non-profit agencies: There is a potential for increased coordination between the department and groups such as Camp Fire Girls, Girl Scouts, the YMCA and the Everett Boys' Club. These organizations are using city parks now, but this use could be much greater and of higher quality if the department could obtain funding for a program coordinator. There also is a potential for greater public use of church facilities, particularly large halls for meetings and dances.

4. Multiple use of other public facilities: The department presently has an agreement with the Everett School District, called the School Parks Program, whereby the department schedules after-hour use of school gymnasiums and ballfields. A rental fee of \$5 per hour is charged most groups for use of gymnasiums. These facilities are nearly at maximum use.

School classrooms are used by the public for various leisure and arts and crafts classes under the Everett School District's Community Schools Program. Classes are free and instructors are volunteers. Classes are coordinated with those conducted by the Department of Parks and Recreation so as to complement one another and avoid competition. The program is in effect in all but two of Everett's elementary schools. These two schools are in low income, highly transient neighborhoods, Garfield and Baker Heights, where community support has been insufficient to carry on a program.

The Department of Parks and Recreation has become more effective in achieving multiple use of public recreation facilities since acquiring its present director approximately 18 months ago.

5. Coordination with Federal agencies: The department could take a greater part in coordination of Federal agencies and programs affecting recreation if it has funds to hire additional personnel.

6. Federal, state, and county ability to coordinate acquisition and development for recreation which crosses political boundaries: The Port of Everett, the Department of Parks and Recreation, and Snohomish County are currently cooperating in a large saltwater

boat launching facility under construction on Everett's waterfront. There is potential for further interagency cooperation to acquire and develop a campground within the city, mainly to accommodate people who come in from all over the state to attend softball tournaments. The city's Openspace, Park and Recreation Plan calls for acquisition of land along the Snohomish River delta, on Ebey's Island just outside the city; the project would require city-county cooperation.

C. Administrative structure: The Everett Senior Center previously was under the Department of Parks and Recreation. It was recently moved to a position directly under the mayor's chief administrative assistant. There appear to be reasons for moving the center back under the department's responsibility. A new building to house the center will be constructed this year, which likely will receive heavy daytime use but only limited evening use by senior citizens. It could be used more completely during the evenings by holding public evening classes and programs there, but in order to do this the department may have to pay a rental fee. If the center were under the department's jurisdiction, this fee would be unnecessary and there could be a savings in administrative costs.

No particular need was voiced for special purpose park and recreation agencies within the City of Everett, either geographical or functional, to improve coordination and enhance visibility of recreation programs and services. This does not mean the potential does not exist outside the city, and further investigation may be warranted.

Of the Department of Labor manpower programs, CETA currently is exerting the greatest effect on recreation in Everett. The Department

of Parks and Recreation has used both CETA and city funds for its Park Ranger Program, which consists mainly of a roving patrol for park supervision and law enforcement. The program is needed for public safety in the parks, and there have been interruptions in the past when funds were not available. The department also lost a CETA-funded park planner when funds became unavailable. The department has undergone severe staff cuts in the past few years. These were only partially recaptured in 1977 with the addition of seven full time personnel, and the department hopes to supplement further with CETA monies.

The Everett School District's Community Schools Program utilizes three CETA-funded coordinators. These people work with neighborhood residents to find out what they want, and then prepare programs and arrange for volunteer instructors. Funding of these positions is uncertain from one year to the next, and curtailment could necessitate reducing or dropping the program.

Other CETA implications in Everett include recent curtailment of a bookmobile when the public library lost CETA funding. The Greater Everett Athletic Association hopes to obtain CETA funding to hire people for ballfield maintenance.

In summary, CETA funding is used by various recreation-related agencies and organizations, both to fund short-term programs and to make up for budget cuts. Although CETA funds are not supposed to be used to replace permanent personnel, it is only natural that agencies take this avenue when faced either with budget cuts or insufficient money for needed new programs. Subsequent interruption of CETA funding then results in curtailment of programs that have become dependent

on it. Similar problems would be encountered if recreation-oriented public works projects were to be implemented and then halted before completion.

IX. AGENCY STAFFING

A. Full-time permanent staff as of March 1, 1976: 26; plus 2 CETA-funded park rangers, a park planner, and 4 park day laborers.

B. Average temporary employment at peak season: 80.

C. Planning and research staff: None, since loss of CETA-funded parks planner.

D. Staffing related to programs (1976):

<u>PROGRAM</u>	<u>FULL-TIME STAFF</u>	<u>PART-TIME STAFF</u>
Swim Center	1	12
*Senior Citizens	2	6
Youth	1	4
Outdoor	1	8
Cultural	1	30
Sports	1	10
Golf	7	6
Park Services	9	4
Administration	3	0
Park Ranger (CETA)	2	0

*Senior Citizens Program no longer under Dept. of Parks and Recreation.

X. ISSUES AND PRIORITIES

A. Major problems: The most pressing problem is shortage of money. The amount of land in city parks has increased from 295 acres in 1971 to 626 in 1976. Instead of receiving more money to manage this land, the Department of Parks and Recreation received a budget cut which led to reductions in full-time staff from 43 in 1973 to

26 in 1976. The effect of the reductions is compounded by rising labor and material costs. The budget reduction was brought about by lowered city revenue. Conditions have improved slightly in 1977, and the department now employs 33 people full time.

Staff shortages have a particularly adverse effect on operation of programs and maintenance of parks and facilities. Programs have been curtailed, including the summer playground program. Meanwhile, the public is becoming more organized and more vocal, and is asking for more services. For example, there is considerable public interest in expanding a highly popular but limited summer mobile children's program, consisting of a games van and an arts van.

The level of park maintenance has suffered, which brings instant public criticism because of the high visibility of these areas. Two years ago, the department had to give up ballfield maintenance altogether. Ballfield maintenance has since been at least partially solved by the recent agreement between the department and the Greater Everett Athletic Association, discussed in VI.D.

Other problems have resulted from inappropriate design and/or location of facilities. A neighborhood park was converted to a ballfield complex with no buffer zone and no provision for off-street parking (see the Garfield Neighborhood Service Analysis). Severe problems of congestion, rowdiness, noise, and litter have resulted and presence of the ballfields precludes other parks uses.

An elaborately designed park featuring challenging, adventure type play apparatus was constructed by the county in an adjacent low-income community (see the Baker Heights Neighborhood Service Analysis).

The park is too small to warrant supervision, has been heavily vandalized and misused, and some of the equipment is potentially dangerous. The only solutions now for the two problem parks are redesign and redevelopment, which will further aggravate budget deficiencies.

Vandalism is an increasingly severe problem in Everett, and caused \$50,000 in damage to city-owned recreation facilities last year. Hardest hit are unsupervised facilities in low-income neighborhoods such as Baker Heights, and those that are easily accessible by automobile. The most costly incident was a \$15,000 arson fire in the Thornton A. Sullivan (Silver Lake) regional park. Fear of harassment and physical attack is a problem limiting park use, particularly in depressed areas such as Baker Heights. Here, design of a neighborhood park adds to the problem by providing hiding places for hoodlums. The problem has been accentuated by interruptions in the department's Park Ranger Program, caused by budget shortages.

Another problem which plagued the department for several years was a rapid turn-over in directors. The situation appears solved now; the present director has been on the job about 18 months, is effective and well liked.

Public transportation is a problem which limits accessibility of department facilities and programs for those without access to private automobiles, particularly children and senior citizens. The City of Everett operates a bus system, but service is lacking in the evenings and on Sunday, and is limited in some neighborhoods. All routes feed into the central business district, and to reach other parts of the city requires a transfer. The problem is probably most

acute in low income areas which lack swimming pools and other major facilities, such as the Garfield and Baker Heights neighborhoods.

Determining the recreation needs of teenagers is a problem with few readily apparent solutions. Opinions vary among recreation people; some feel that teenagers are the most neglected group recreation-wise, while others say they are well provided for and just don't know how to manage their time. The truth probably is somewhere between. For those who are so inclined, the Department of Parks and Recreation, schools, churches, Boys' Club, Scouting, and other recreation suppliers likely provide more than enough recreation activities to keep youngsters busy. The problem exists mainly for those who are either unwilling or unable to benefit from what is available, including those who are immobile, those from low income families, and those with social adjustment difficulties.

The Department of Parks and Recreation at one time managed a city-wide teen center in a remodeled supermarket called Everyone's Alley. Dances held there were very popular. The program was discontinued after a couple of years, partly because of complaints about loud music and partly because the center became dominated by an undesirable clique. A privately operated teen center has also closed because it became a "J.D. hangout". Large teenage facilities and programs in Everett tend to draw a rough element.

Social outlets for teenagers in Everett have been further reduced by blockading of Colby Avenue on Friday and Saturday evenings at the direction of the mayor. "Cruising Colby" had been a favorite teen activity, and its continuance in fact is recommended in the city's

comprehensive plan. Complaints from residents, however, have led to a crackdown by the city.

Inadequate public information about department facilities and programs is a factor limiting their use. Many people don't take advantage of recreation opportunities because they are unaware of what is available.

Everett lacks an adequate facility for concerts and the performing arts. The present Civic Auditorium, owned and operated by the School District, is old and needs complete rehabilitation to be serviceable. An alternative under consideration by the city is the purchase of an existing theater in the central business district. This is not an entirely satisfactory solution, however, because the theater is the only one downtown and fills an existing need. Its purchase for performing arts also could siphon rehabilitation money from the Civic Auditorium, and add to the question of what to do with that facility. The department's director is on the committee to decide this issue, but the department's future role in developing and operating a performing arts center is uncertain at this time.

B. Options for solving problems: An option at the Federal level for solving funding shortages is to earmark for urban areas that portion of each state's annual allocation of L&WCF monies which represents fund increases over pre-1976 levels. There could be further restrictions on the fund to concentrate spending of the local share where it is most needed. Some urban areas might be unable to come up with matching money; one option for solving this problem would be to reduce the required matching amount for cities with low per capita income.

Additionally, the problem of funding shortages for salaries for operations and maintenance personnel could be alleviated by making a portion of the local share of LWCF monies available for this purpose. The Director of the Everett Parks and Recreation Department favors this approach, but he feels the amount should be negotiable and not over 10 to 15 percent. To be helpful, the funding would have to be dependable from year to year.

Another option at the Federal level is to adjust appropriate Department of Labor manpower programs, particularly CETA, to make funds more available for maintenance and operations of parks and programs, and also to make funding more dependable. Given the relative sizes of the two money sources, Department of Labor programs probably have more potential for alleviating staffing problems than the LWCF.

One problem in making more Federal money available for maintenance and operations is that cities may choose to reduce their local share of the parks and recreation budgets, thereby resulting in no appreciable increase to the recreation agency. To solve this problem would require appropriate Federal restrictions on fund expenditures.

At the local level, several approaches to funding problems have either been implemented or are being planned. Some city council members are considering a general obligation bond issue for constructing new facilities at existing parks, rehabilitating existing parks, and acquiring and developing a large softball and multi-purpose sports complex.

The Department of Parks and Recreation is investigating contracting for park and golf course maintenance. Seven areas will be main-

tained under contract in 1977. Such use of contracting can save money over in-house maintenance because contractors have lower labor costs and their own equipment; equipment "dead-time" and moving costs tend to be greater for department-owned equipment.

The department also feels there is potential for savings in executing more long-term leases for private construction and operation of certain revenue-producing facilities. Examples are indoor tennis courts and skateboard parks, and golf course concessions such as pro shops, bars, restaurants, and dance facilities. The department would receive a portion of the revenue produced by these operations.

The department recently has executed an agreement with the Greater Everett Softball Association for maintenance of softball fields, whereby the association provides labor and the department provides supervision and equipment. Effectiveness has been somewhat limited by shortage of funds to hire supervisors. There also is a potential for greater use of volunteer labor for maintenance and for such development projects as trails and jogging tracks, but to capitalize on this manpower source requires more funding for staff for coordination and supervision.

Staff reductions have resulted in more efficient use of department personnel through greater reliance on electronic aids such as portable radios, beepers, and dictaphones. Purchase of a \$5,000 computer would further simplify the administrative workload. Preparation of grant applications takes considerable staff time, and simplification of procedures and consolidation of grant programs would increase efficiency.

There is an opportunity for greater use of schools for arts

and crafts and other programs, and for use of the larger church halls for public meetings and dances. However, additional personnel for coordination are needed by the department to help bring this about.

Part of the solution to the problem of inappropriate park design is greater emphasis on public participation. This is not a total solution, however. The public was involved in design of Wiggums Hollow Park in the Baker Heights neighborhood but their participation did not prevent the problem features that were incorporated into the park; the plans "looked beautiful on paper". Professional judgment and experience on the part of staff personnel, and contractors with previous successes in park design are also needed. Implications of innovative design in particular should be carefully considered before implementation. But even with the best preparation there are bound to be developments which somehow miss their mark. Such projects should be discussed in trade and professional publications so others may benefit from the experience.

With respect to vandalism and crime prevention, experience in Everett indicates the problem can be lessened by its consideration in park and facility design. This is particularly important in neighborhood parks that are too small to warrant full-time supervision. Structures can be made less attractive and less appealing to vandals. Parks can be designed that are open to visual surveillance by nearby residents and that are also attractive and functional.

The Parks and Recreation Department patrols its parks using roving quasi-law enforcement personnel. These people do not have arrest powers but have radio contact with city police. The program

is at least a partially effective deterrent to crime, but has been interrupted when funds were unavailable.

Sentencing vandals to repair their damage has been tried on a limited scale. Its effectiveness is not fully known and warrants further investigation. A major problem with this approach is the shortage of funds for adequate supervision and enforcement, but the idea seems to have a great deal of merit and may be a good area for expenditure of Federal manpower funds for supervisory personnel.

Better public transportation to park and recreation areas probably will require some form of subsidization. An Everett City Councilman has proposed combining the school and city bus systems to save administrative and maintenance costs and to use equipment more efficiently. The scheme also would make more buses available during the summer, which could be used for recreation outings if funds are available. One option to consider for Federal level funding assistance is the Highway Trust Fund.

The trend within the Department of Parks and Recreation with respect to teenage needs is toward neighborhood rather than city-wide centers. The neighborhood center concept is to provide for all age groups, with separate space for teen activities. This approach has at least two benefits; it reduces the problem experienced previously of a large facility being taken over by an undesirable group, and it helps bring teenagers into contact with adults in the community.

Two young businessmen in Everett have recently remodeled a roller skating rink for use as a city-wide privately operated center for young people. The facility, called the Great American Broadway Sideshow,

offers dancing, concerts, and wrestling. Rowdian to date has been controlled by strong law enforcement, using off-duty policemen. The operation is entirely privately funded, and if it can survive financially and avoid being dominated by rowdies, it will provide a valuable teenage recreation outlet at no public cost.

To fully inform the public of available recreation opportunities will require a multiple approach involving greater TV, radio, and newspaper coverage; meetings with PTA, service clubs, and citizen groups; and publication and dissemination of more public information material. This will require additional funding to increase department staff.

The best approach to providing a facility for the performing arts will be decided at the local level. Whether the potential exists for a Federal role is unclear at this point.

C. Public participation: The present Parks and Recreation Director emphasizes public participation in department planning. For example, 10 meetings have been held to date on one problem alone; relocation of softball fields and park redevelopment in the Garfield neighborhood. The usual procedure is to hold at least one public meeting within a particular neighborhood when the need is indicated by a problem or need for input on planning. This is followed by meetings with individual community leaders. Meetings generally are held evenings and weekends.

Besides gaining insight into public opinion, meeting with residents also yields a benefit of making people more receptive to department action just because they have had their say. However, public

participation can sometimes backfire, as when an appropriate course of action runs contrary to vocal pressure groups. Here the best alternative usually is to proceed, but with candor as to the reasons. It is often not possible to please everyone, and public opinion must constantly be weighed in the light of professional judgment and experience.

D. Agency priorities: Department priorities are largely dictated by the city council, although the director is trying to bring about certain changes. The department's budget traditionally has been among the first to be cut during periods of city revenue and budget reductions as during the period 1973 through 1975. Priorities have been concentrated on operation and maintenance of facilities which represent a high investment, produce revenue, or are highly visible. Specifically these are golf courses, the Senior Citizens' Center, and a large, new swimming pool. The city council and department are under considerable pressure from organized sports groups, particularly from the area's 100-plus softball teams, for more facilities.

Youth and cultural programs and park maintenance have suffered most from budget cuts. A summer playground program was dropped. A highly popular mobile games and art program is running on a shoestring, using old buses and volunteer labor from Everett Community College. Arts and crafts programs have not received the attention called for by public interest. The Parks and Recreation Director is trying to achieve more balance - provision for long-term hobby pursuits as well as for sports - and has pointed out to the city council that arts and crafts programs can generate revenue.



JURISDICTIONAL ANALYSIS

I. NAME OF AGENCY

Seattle Department of Parks and Recreation

II. GEOGRAPHIC LIMITS OF THE AGENCY'S JURISDICTION

The department covers the entire City of Seattle from 145th Street on the north to Roxbury and Ryan Streets on the south and from Lake Washington on the east to Puget Sound on the west, a total area of 83.6 square miles. The department administers three areas located outside the city limits.

III. PARKS, FACILITIES, AND PROGRAMS

The Seattle Department of Parks and Recreation divides its system into regional parks, major urban parks, local parks, playfields, playgrounds and special facilities. The city-wide system contains 23 community centers, two stadiums, 8 indoor swimming pools, 3 golf courses, a tennis center (soon to be constructed), 3 resident camps (one in the city) two theaters, a dance studio, and art studio, 4 marinas, a municipal zoo, and an aquarium. Greenbelts, bike paths, beaches and numerous small landscaped parcels round out the system.

IV. TOTAL CITY EXPENDITURES FOR 1976

*Total City Budget \$107,098,454 (excludes municipal utilities)

*Recreation Dept. 13,332,196

*(Does not include Community Development Block Grant or "Forward Thrust" monies)

V. BREAKDOWN OF RECREATION EXPENDITURES

A. Capital Investments (Forward Thrust and Community Development Block Grant)

1. New development \$14,727,000
2. Rehabilitation 4,131,000
3. Acquisition 423,000

B. Operation and maintenance costs \$7,128,559

C. Costs by program (as identified in Section III above)

1. Community recreation \$3,426,178

Includes:	Community centers	\$347,100
	Playgrounds	39,800
	Golf	264,927
	Performing & Visual Arts	299,476
	Swimming pools	166,600
	Special population (elderly and handicapped)	201,000
	Outdoor recreation (Camp Long, Discovery Park & Red Barn Ranch)	146,000
	City wide sports	58,406
	Public information & scheduling	79,549
	Salaries (Benefits)	887,830
D. Planning and training	\$75,000 (planning only)	
E. Other	Management & administration	\$1,540,384
	Municipal zoo	994,541
	Aquarium	167,534 (3 months)

VI. SOURCES OF RECREATION FUNDS

A. Total fund sources:

1. For operations

	<u>Approx. % of Total Income</u>	<u>Predictability</u>	<u>Timing</u>
General appropriations of local government	54%	Yearly budget	January
Earmarked revenues of local government	31%	Yearly budget	January
Independently levied taxes	-0-		
General obligation bonds	-0-		
Revenue bonds			
User charges & fees	8.9%	Yearly budget	January
Concession royalties or fees	2.4%	Yearly budget	January
Federal grants	2.6%	Project by project reimburse	
State grants	-0-		
Philanthropy & donations (money or land)	-0-		
Other Sicks Stadium	.04	Yearly	January
Forward Thrust	.07	Project	Reimburse

2. For capital improvements

General obligation bonds	91%	Fixed period	Over 12 years
Federal grants (CDBG)	9%	Yearly	Varies

B. Receipts by Federal program

Operations		Capital improvement	
*CDBG	\$158,000	*CDBG	\$928,000
*SYRP	14,000	Corps of	
*SYEP	340,000	Engineers	593,877
*CETA	530,000		

*Grantee is another City Department - Represents Parks and Recreation Receipts.

C. Critical recreation areas with insufficient funding. The funding which is most critical in Seattle is for maintenance operations. The construction under the Forward Thrust Program (voter approved general obligation bonds) has increased operating costs by approximately \$500,000 a year, with no concurrent increase in available city revenues to cover these costs. This increase is in addition to the rising costs of operation and maintenance for the supply of facilities already existing prior to Forward Thrust.

The second area of critical concern is the renovation, redevelopment and capital maintenance of the city's parks. Since many facilities in the Seattle system are quite old, updating and replacement is necessary, such as roofing, irrigation systems, etc. No capital improvement budget for these items has been available in recent years. The increasing National energy concern will also contribute to rising costs of operation and capital maintenance.

D. Alternatives to increased funding which are used. The city has been using several methods to keep its facilities and programs operating at the current level despite reductions in its budget in recent years. Currently, the city is managing about twice the amount of indoor facilities with fewer people on the staff than prior to passage of Forward Thrust Bonds. Maintenance techniques have become much more mechanized, and programming in individual centers is done mostly by citizen advisory groups with the staff of the center. The city has 19 contracts with local neighborhood non-profit groups to maintain 32 small sites throughout the city. While this does not involve much direct savings to the city since the groups are paid, it is felt

that long term benefits in attitude and use are gained.

The city is currently investigating the possibility of contracting with the citizens advisory councils to completely run the community centers in the areas of maintenance, operations, and programming. Only a minimum staff would be provided by the Park and Recreation Department. There are four special arts centers which have been operating in this fashion for three months. In addition, the city has made use of funds from several Federal programs, such as CETA to provide services and programs which otherwise could not be provided, and the Summer Youth Employment and Summer Youth Recreation Support Programs to supplement its staff and its programming capabilities. The city has also reduced its hours of operation at centers and imposed admission fees at some facilities which were previously free. Citizen volunteers contributed over 125,000 hours of their time in 1976 to help meet program needs.

VII. RECREATION AGENCY AUTHORITY, RESPONSIBILITY AND OBJECTIVES

A. Financial

*1. The agency has independent taxing authority.

*2. The agency has bonding authority for both general obligation and revenue bonds.

3. The agency can receive donations of money and land.

B. Recreation land acquisition and management authority.

*1. The recreation agency has access to eminent domain authority. Are there established policies or legal constraints under which the agency will not or cannot use available eminent domain

authority? Yes. The department will avoid acquisition of residential areas which would require relocation of citizens.

*2. The agency has authority to acquire less-than-fee interest in land or water resources and the power of eminent domain can be used to acquire easements.

3. The agency can manage land outside its jurisdiction.

4. The agency has authority to make agreements or other arrangements for the following:

Operate programs on land it does not own.

Operate programs on privately-owned land.

Make capital investments on land it does not own, with valid lease.

Make capital investments on privately-owned land, with valid lease.

Permit the operation of programs on its lands by other public agencies.

Permit the operation of programs on its lands by private organizations (including concessions).

Permit capital investments on its lands by other public agencies.

Permit private investments on its lands (either profit or non-profit).

Enter into long-term leases or use permits as lessee or lessor.

*Indicates authority is vested in the city rather than the department.

C. The agency has authority to utilize the services of volunteers.

D. The management objectives of the Department of Parks and

Recreation are to analyze the recreation resources and needs of the City of Seattle and to provide opportunity for leisure time enjoyment for all citizens through park, recreation, cultural, and related activities in accordance with those needs.

VIII. RECREATION RESOURCES

A. Total land area directly owned or managed by the recreation agency:

<u>Number of Areas</u>	<u>Acreage</u>
162	4,990.5

(does not include small landscaped areas)

B. Agency perspective on resource options.

1. Federal, State, County responsibility to help operate city recreation facilities which meet regional needs.

The city is currently participating in a county-wide study to determine the best method of operating regionally attractive facilities such as Woodland Park Zoo, the Aquarium, and Discovery and Sand Point Parks. The city is experiencing a declining tax base, at the same time the county is experiencing increased demands upon it due to suburban development. The city feels that total operating responsibility for the unique facilities can no longer be borne solely by its citizens, but the county does not have sufficient budget to take over the facilities. The city believes that regional-type special facilities should receive financial assistance from outside sources. An entrance fee has recently been instituted at the city zoo; however, this will not offset the increasing costs of operation and maintenance.

One option mentioned in the county-wide study is the creation of a regional park authority to manage regionally significant facilities. This is practical only if the new agency has taxing power to assure an adequate budget. Although enabling legislation for such an agency already exists, creation of such an agency would require a change in the institutional structures within King County, and could be politically unacceptable.

A second option, at least for the aquarium, would be operation by a private non-profit organization. Such administration might also be feasible for the zoo. Large regional parks such as Discovery Park might be operated by the state; however, the present state constitution prohibits state park operation within urban areas. A bill before the state legislature to change that statute did not pass in the last session.

2. Commercial recreation roles: The commercial recreation providers in the City of Seattle are concentrated in five main categories; indoor tennis facilities, bowling, swimming clubs, boating facilities and professional sports. Seattle has professional teams in football, baseball, soccer, basketball and tennis. There does not seem to be much competition between the commercial and public providers. In general, the commercial facilities are more expensive and appeal to a more expert segment of the population than do the public facilities. The city sees a need for certain other commercial facilities, such as ice skating rinks, since there is only one such rink in the city.

3. Cooperation between public and private non-profit agencies. The city Parks and Recreation Department maintains a close relationship

with the non-profit private sector. Many of the non-profit agencies schedule the majority of their activities at city facilities. Most of these programs are organized and drawn from a particular neighborhood so that this use does not impact the scheduling of facility use city-wide. Within Seattle, most private non-profit recreation agencies operate a narrow range of programs that serve a specific clientele. Church programs are usually limited to immediate congregations, special interest organizations to certain ethnic groups, and others to a clientele drawn from the surrounding neighborhood only. Scouting organizations and Camp Fire Girls also conduct activities in the area. In addition, the city-owned Seattle Center, former site of the 1962 World's Fair, provides a constant array of shows, concerts, and other special events.

4. Recreation use of other public facilities: Multiple use of facilities in Seattle is limited somewhat by requirements of the State of Washington constitution, which requires public agencies to receive compensation for use of public facilities. This is particularly limiting in this era of decreased fiscal resources. School facilities in Seattle are used by the Park and Recreation Department, and vice versa, when funds to pay rental fees can be found. Requirements for personnel of the owner agency to be present during recreation use results in increased costs to the recreation agency. The school system of Washington operates on levies which must win voter approval each year. As basic education costs escalate, the schools have been unable to absorb the additional costs incurred by keeping facilities open during non-school hours. The declining school-age population

in Seattle has resulted in some schools being underutilized with attendant problems of cost effectiveness. The most persistent comment received from the neighborhoods being interviewed was a desire for increased use of the schools' indoor facilities, especially gymnasium space. Many of the schools are unsuitable for such use due to design and lack of separate access. Several of the existing community centers have been built in conjunction with schools and in most cases, especially those involving swimming pools, the arrangements for joint use of public facilities whether school or city-owned, work well. Other facilities are also used by the Park and Recreation Department. The city currently leases air rights over a major highway in downtown Seattle allowing development of Freeway Park, a much cited joint use in recreation literature. In addition, the city uses some municipal water lands within the safety limits established by the owner agency. Use of highway land for storage facilities is also prevalent. Additional opportunities exist for use of such areas as public utility rights-of-way, but the needs are not yet critical, so the city has not actively pursued agreements for those lands. Such use is complicated by the concerns of the owner agency, which normally does not include recreation in its mandated purposes. A potential conflict exists between recreation use and the original use for which the land was acquired.

5. Coordination with Federal agencies. The role of Federal agencies in the provision of urban recreation should be strengthened. The city has been successful in working with the Corps of Engineers in provision of recreation facilities at the Corps lock facility on

Lake Washington Ship Canal, but has found some resistance in other agencies. There appears to be a reluctance on the part of many agencies whose functions include public recreation as an eligible use for its funds to actually provide for each use. This is especially true of programs to which recreation has been added in recent years. The city feels that a strong directive on the part of Congress should be made to encourage agencies such as DOT, and DHEW to give a high priority to recreation. Investigation of new Federal programs to assist the cities in operating and maintaining their parks and recreation systems may be warranted.

The L&WCF program could be improved for meeting the needs of the City of Seattle. A study by the city indicates that from 1971-1974 Seattle received \$258,411 of \$5,238,271 available statewide for local agencies. From 1965 to the present time the city received \$384,000. A grant request for \$676,177 is currently being processed. The state priority system has not lent itself to funding urban needs, as indicated in a study done by the State of Washington House of Representatives, Office of Program Research. From January 1965 through November 1975, the three most heavily populated counties in the state, King, Pierce, and Spokane, with 53 percent of the state's population, received about 35.73 percent allocated to the urban counties, the majority of the funds went to the suburban areas instead of the central cities. Out of the total \$5,511,000 allocated to King County, Seattle received only \$384,000. The Federal Surplus Property program has been responsive to Seattle's needs. Two major urban parks, Discovery and Sand Point, have been transferred to the city at no cost, adding approximately

610 acres to the City's park acreage inventory.

C. Administrative concerns. The City of Seattle and King county are currently conducting a study on reorganization of their governmental structures and delivery of services to address the questions of fragmentation and reduction of competition. Presently the county does not operate any recreation programs or facilities within the city limits of Seattle, with the exception of the Kingdome which houses professional sports teams. The city does operate two camp facilities and a regional sports facility which are located in the county. Generally, the provision of duplicate facilities or programs is not a problem. However, there is a strong feeling that the city runs several facilities and programs which receive county-wide use, but are supported only by city funds. These facilities include the zoo, the aquarium, and several of the large urban parks and sports playfield complexes. This problem also arises in the city-operated boat moorages, which are utilized by the entire region. The study, which is scheduled for completion in July, makes several recommendations for coordination, including a new regional authority in this area. However, any reorganization at the jurisdictional level will involve lengthy political debate and a vote by county residents.

The department has used several Federal programs to meet its personnel needs. The city is the recipient of these employment programs, and the Park and Recreation Department has been quite successful in receiving a share of the positions. During fiscal year 1976, the department received about \$1,042,000 from the Federal sources.

The timing of the Federal funds is erratic, which makes long

range planning difficult. The administrative requirements, the reporting forms, and the short duration of most of the positions all reduce the efficiency with which the department can make use of the manpower. The primary purpose of the programs is employment, but the opportunity to combine purposes and to provide recreation benefits could be improved. Specific recommendations for change in the Comprehensive Employment Training Act, (CETA) Summer Youth Employment Program, Recreation Support Program (RSP), (SYEP) regulations include:

1. Remove the limit on salaries which may be paid, since cost of living variance among cities makes this impractical.
2. Allow the city to do the hiring without imposed target areas.
3. Remove the limitation on length of employment, since this is not a short term problem.
4. Establish regular times for allotments to recipients so that the "hurry up and wait" syndrome is eliminated.
5. Include reimbursement for city administration overhead costs.

While the city recommends changes in the programs to allow more flexibility, they are wholly in favor of continuing the programs. Use of CETA personnel has been essential to operation of many facilities and programs which parks and recreation would have had to forego due to the recent budgetary restrictions.

IX. AGENCY STAFFING

- A. Full-time permanent staff as of March 1, 1976 613

- B. Average temporary employment at peak season 1,308
- C. Planning and research staff 2 permanent, 3 part time
- D. Breakdown of staff in relation to programs

Staff	Full time
Management & administration	116
Maintenance	326
Community Recreation & Special Facilities	122
Planning	2
Zoo	47

X. MAJOR ISSUES AND PRIORITIES

A. Major problems in providing recreation, including alternative solutions. The park and recreation staff view the greatest problem facing them is that of maintaining and operating their existing system of programs and facilities while adapting the system to fit the changing needs of the citizens of Seattle. The facilities developed under the Forward Thrust Program have added about \$500,000 each year in maintenance costs for the department's budget, but no provision for a source for these monies was made. These costs are currently being met with funds from the city's general appropriation, but the city revenues will be unable to support this burden in the long run.

The questions of what is actually needed to satisfy demand, what level of service should be provided by the city, the duration of demand for certain activities and whether such demand justifies expensive capital improvements, are all major problems for the city's rec-

recreation professionals. Related to these are the questions of how to cope with the changing makeup of the recreating public (whether by migration or aging), and the resultant changes in activity preference. Money to modify facilities to meet new needs is of prime importance, but funding sources for such purposes are extremely difficult to find as most programs put the emphasis on new development.

The City of Seattle has been recently rated as among "the most livable" central cities in the Nation. Yet, like all core cities, it has its share of problems. In the last fifteen years the population has declined, although until the last eight years not at a rapid rate. The number of households, however, has increased over the same period of time. 33 percent of the households in the city are single person households, and only 27 percent are families with children. Seattle has traditionally had a lower percentage of persons per household, than most cities, but in recent years this trend has accelerated with 2.33 persons per household in 1974 in Seattle as opposed to 2.71 persons nationally in cities over 250,000 surveyed by the R.L. Polk Co. In the same period, the white population of Seattle declined 16 percent, mostly due to loss of white middle to upper income families with children, but also due to the low birth rates. Despite the 16 percent decline of white population, white households decreased by only 3 percent. The minority population on the other hand grew by 62 percent during the same 15 year period from 1960-1975. The minority population in 1960 was approximately 8 percent of the total population, in 1975 it was 13 percent. This increase is due mostly to births to minority residents. Immigration has slowed significantly, especially among

the Black population. School age population has increased from 11.4 percent minority in 1960 to 27.6 percent in 1975.

Income distribution in Seattle has changed also. Increasingly, the wealthier families in the region live in the suburbs, while poorer families increasingly live in Seattle. According to 1970 census reports, 69 percent of all King County households below the federally defined poverty level lived in Seattle, while Seattle had only 53 percent of King County households.

The decline in families with children has also affected the age distribution within Seattle. In 1960 about 1/3 of the city's population was 19 years old or younger. Today only about 1/4 is under 20. At the same time adults in the 35-49 year range declined, while young adults 20-34 jumped from 19 percent to 29 percent. The groups from 50-64 years of age and from 65 and older did not significantly change. Seattle's population is highly mobile. More than half the households changed their places of residence in the year between 1973 and 1974. 65 percent of the residential units in Seattle are single family dwellings, and only 3 percent of the multi-unit structures contain five or more units. Density within the city is therefore very low. The total effect of these trends will be continuance of Seattle's present course of a slightly declining or stabilizing total population, with an increase in the number of households, single persons, childless couples, and minority and low income families. At the same time, per capita income in the city is continuing to increase as a result of the large number of employed singles and couples with no children and both spouses working. The change in Seattle's population makeup

has had, and will continue to have, a great effect on the city's recreation program, as evidenced by the increased demand for program activities in the arts, under utilization of children's play areas in formerly white family with children neighborhoods, and the increasing demand for activities such as tennis and boating normally associated with relatively high disposable income. Whether to maintain the current system of areas and facilities, the majority of which are oriented to children and teenagers, to convert those to uses more suitable to young adults and the elderly, or to build new facilities are questions which are presently being studied by the city. At the same time, the increase in minority families with children points up a geographical imbalance since some of the neighborhoods where these residents currently live are inadequately provided with child-oriented facilities.

Future trends in the city, as identified previously, will include more single and childless couples, more minority families with children and more elderly as the current population ages. The Park and Recreation Department sees need for several changes in its system to accommodate these trends. For instance, Forward Thrust called for children's play areas in several locations which the city is currently reevaluating, due to the declining number of children in the city. The city anticipates increased demand for programming for the elderly and the handicapped and sees a need for redevelopment in many of the city's parks to improve access for those groups. In recent years, demand for programs in the fine and performing arts have greatly increased, with the result that several community centers have been

renovated to allow specialized uses such as pottery and jewelry making, dance, drama, and music. Additional renovation to allow these activities to take place in centers where the emphasis is currently on sports or some other activity seems certain to be needed. Some consideration of special facilities open 24 hours may be desirable in the future. Generally, the planners see a future increase in cultural and single participant sports activities.

At the same time, rising costs are reducing the amount of money available to meet these new trends. Unless the city can generate more revenues, existing services will have to be cut. For this reason, as well as several others, the city has instituted a policy of stimulating private investment by committing public funds to joint projects such as downtown malls, the renovation of the city's public market and Pioneer Square areas, and several smaller projects. Such use of public funds will probably increase, and it may be possible to encourage the private firms to invest in commercial recreation ventures. This would relieve the city, especially in those activities which are highly specialized and skilled, such as tennis and boating.

The City of Seattle presently operates over 400 areas and facilities and approximately 4,990 acres in its park and recreation system. The system ranges from the 397 acre Discovery Park, which includes mostly natural areas, to 0.3 acre Hing Hay Park in the International District. The system contains over 300 acres in playfields, 140 acres in playgrounds, more than 500 acres in neighborhood parks, 23 community centers, 3 special purpose centers, 11 fishing piers, 4 marinas, 8 indoor pools, a zoo, an in-city resident camp as well as

two camps outside the city, bike paths, scenic drives, beaches and numerous small landscaped areas. The majority of the city's residents are within a one mile radius of a community center; all are within two miles. Certain facilities, such as the special studio centers for dance, drama, art, and music, draw participants from the city as a whole. Many of the city's parks can be reached by public transportation, although users may have to transfer buses.

The city offers programs ranging from the performing arts to corn rolling to Tai Chi. Almost any class can be given, as long as sufficient class fees can be collected to pay for instructors. Certain activities seem to be more successful in some neighborhoods than others. For instance, in the Magnolia area, adult dance courses have been extremely popular. This may be due, in part, to the lack of commercial social outlets in the community. Organized team sports are most popular in Rainier, and not much interest is shown in arts and crafts. The economic standard in the area may discourage many from payment of this relatively high class fee. Yet in Jefferson Center, which is only about 1/2 mile away, the prevailing activities are arts and crafts at a rather specialized level.

The city runs many programs for special populations. Activities for the blind, the deaf, the mentally and the physically handicapped are run by a special staff of six people at the headquarters level. Many of the activities involve teaching skills necessary to live in today's society such as applying for a job, as well as those necessary to participate in recreation. The department operates a program at the Northwest Center for the Retarded, a state sponsored agency in

Seattle. The city does not provide transportation for the handicapped to get to centers for its recreation programs but most programs are near Metro bus stops.

Programming for the elderly is available in the individual centers as well as through the city-wide School Program Involving Our City's Elderly (SPICE) program. The SPICE program includes recreation activities as well as hot meals and health clinics. Funds for this program come from the city's HUD block grant, but it is operated by Park and Recreation Department personnel. Frequency of the regular center programs depends upon the type of neighborhood populations. Some programs for the handicapped and elderly also operate on weekends, including daily and overnight trips. The objectives are to encourage each individual to participate to the limit of his or her potential, and to broaden the scope of his or her interests. One of the high priorities of the park planners is renovation of many of Seattle's older parks where design factors restrict their usefulness to special groups.

Ethnic groups in the city such as the Chinese Neighborhood Association, Filipino Youth Association, and United Indians of All Tribes as well as community service groups such as the Central Area Youth Association use City facilities for their programs. A section of Discovery Park, for instance, is leased to the United Indians of All Tribes for a cultural center.

Programs are also provided by a number of semi-private agencies, such as the YMCA, the YWCA, Boy Scouts, Girl Scouts, Camp Fire Girls, Red Shield (Salvation Army), and Boys Clubs. Most of these groups have their own headquarters offices from which local member groups

are serviced, using both paid staff and volunteers. All of the above named groups except the Boys' Clubs also own and operate their own camps outside of the city. Both members and non-members are eligible to register. A United Way financed Campership program assures that no child who wants to go to camp is denied the privilege.

Organized athletic groups such as Little League and Babe Ruth, or their local organized counterparts, sponsored by youth organizations and adult service groups, use city facilities on a scheduled basis. Local adult leagues also are scheduled on city facilities. One of the city's community centers is operated by a local Lions Club under a special city permit.

The City of Seattle currently operates four studios which provide special emphasis on drama, dance, and art and music. The studios were remodeled under the Forward Thrust Bond Program to meet the demand for more sophisticated instruction than is generally available at the community centers. Several of the community centers have specialized in creative arts such as pottery, art, and jewelry, but most centers do not have the necessary special equipment for such programs. Where these community center programs do exist, it is a result of community demand.

The city is in the process of reevaluating its responsibility to provide special programs, especially in the performing arts. There appears to be no conflict between six private theaters in Seattle, and two operated by the city. However, the city is trying to determine what and where costs can be cut, with the idea that the performing arts has usually been the responsibility of the private sector. One

suggested solution is to turn the facility over to an advisory group to operate, but city policy on general public use of city-owned facilities may make this impossible.

As previously discussed, design factors in many of Seattle's older parks inhibit use by the elderly and the handicapped. The city would like to redesign access and interior facilities to minimize this, but such a program would be expensive and require more funds than are readily available. Most grant programs will allocate money for new construction of handicapped access facilities, but no source of funds for rehabilitating old facilities can be readily identified. Although such work may be eligible under some programs, priority is low.

Public transit in Seattle serves most of the major facilities, although people may have to transfer to other buses. The Metropolitan Transit Agency (METRO) has a special program to publicize the recreation facilities which can be reached by bus. The 40-page "Fun Book" which is free, lists activities, location and bus routes. The system also covers King County and enables city residents to get to several county recreation sites, and vice versa. Bicycles can not be stored on the buses. Wheel chairs presently cannot be taken on buses, but METRO has recently purchased some new equipment that will accommodate wheel chairs.

For the most part, METRO has been very helpful in scheduling bus service to serve the parks. The agency recently agreed to reroute buses in southwest Seattle to serve a new community center not on any bus line; thus allowing more use by the elderly population. The department does supplement the bus system with mini-vans for some

programs.

There appear to be a few racial barriers to use of most of the facilities, although several of the community centers are used almost exclusively by minority populations. This is especially true in facilities within the Seattle Housing Authority projects, although the housing is not exclusively minority. To some extent economic barriers and societal barriers exist in certain communities which limit park use. Fees charged for most classes are relatively small, but in lower income areas even this small fee seems to discourage participation. Single parent families also appear to make less use of structured recreation programs, although whether due to economic reasons or lack of parental time and encouragement is difficult to say. In many of these lower income areas, Sundays are the only free time the parent has, and the centers are normally closed. Drop-in use in these areas however, is very high.

Mobile recreation programs in Seattle were used for awhile, but they were not very effective. The city's funding for these programs was uncertain, scheduling proved difficult, and no significant increase use was generated. Since the community centers generally conduct programs that are also appropriate for mobile programs, the city sees very little benefit to be derived from such use.

Vandalism and lack of security do not appear to restrict use of park facilities in Seattle. As in most large cities, some specific parks have a reputation as "unsafe after dark", although there have been very few actual incidents. Vandalism is a major problem, however, taking a heavy toll on the maintenance budget. During 1976, the direct

vandalism costs were \$235,866. The department is establishing a security function to centralize data and to respond to the problem. The city has increased its patrol and security measures by using reserve police at large events, as well as Eagle Scouts. Recently the department hired a former police officer for liaison work with the city's police and fire departments. Several of the parks have mounted police who patrol areas that can not be reached by car.

B. Agency priorities by program areas, including public participation. Preservation of the community center program is of prime importance to the department. Deciding on the level of service that should be provided at the centers is one of the major tasks facing the department.

Preservation of shoreline access and provision of boating facilities are also two high priority needs. Both needs can be met in several ways. Full acquisition of most of the remaining shoreline in the Seattle area is too expensive for the city to undertake. A program of cooperative acquisition by several local agencies or with the state or Federal government would seem more reasonable. Boating facilities could be provided by the city, but they are expensive and often serve a regional population rather than just Seattle residents. This lessens the city's willingness to bear the costs of providing such facilities. Use of private concessionaires to develop and operate marinas would seem to be a logical solution, but the city would still bear disproportionate costs.

Currently, the State of Washington is attempting to define basic education and who is responsible for its provision. In the same way,

the city of Seattle is attempting to define basic public services, including recreation, and to assign responsibility to appropriate providers. When the current evaluation is completed, the city will have a better idea of how to meet the preceding needs. The participation of private citizens in the city's evaluation has been quite extensive. The original decisions of what and where facilities should be developed under the Forward Thrust Program were made by citizens serving on the Forward Thrust committees. The use of advisory councils for each of the community centers and special purpose facilities insures that the desires of the users are given first consideration in scheduling activities. The mayor has recently appointed a citizens' task force to evaluate the park and recreation system and recommend future alternatives. All the city's communities and many special interest groups are represented on the task force, and should provide a broad cross section of participation in the final decision.

The most important recent event in the history of park and recreation in Seattle was the passage in 1968 of the Forward Thrust Bond Program. In 1967 a committee of 200 people assessed the needs of the King County area in services such as transit, utilities, community rehabilitation, and parks and recreation. This committee produced 13 bond proposals of which seven, including the one for parks, were passed. Of the total bond issue of \$118 million for parks in King County, Seattle received \$65 million to be spent over a twelve year period. At that time it was the largest park and recreation bond issue ever passed by local government in the country. Projects were specifically identified in some cases, in others, only the general category and

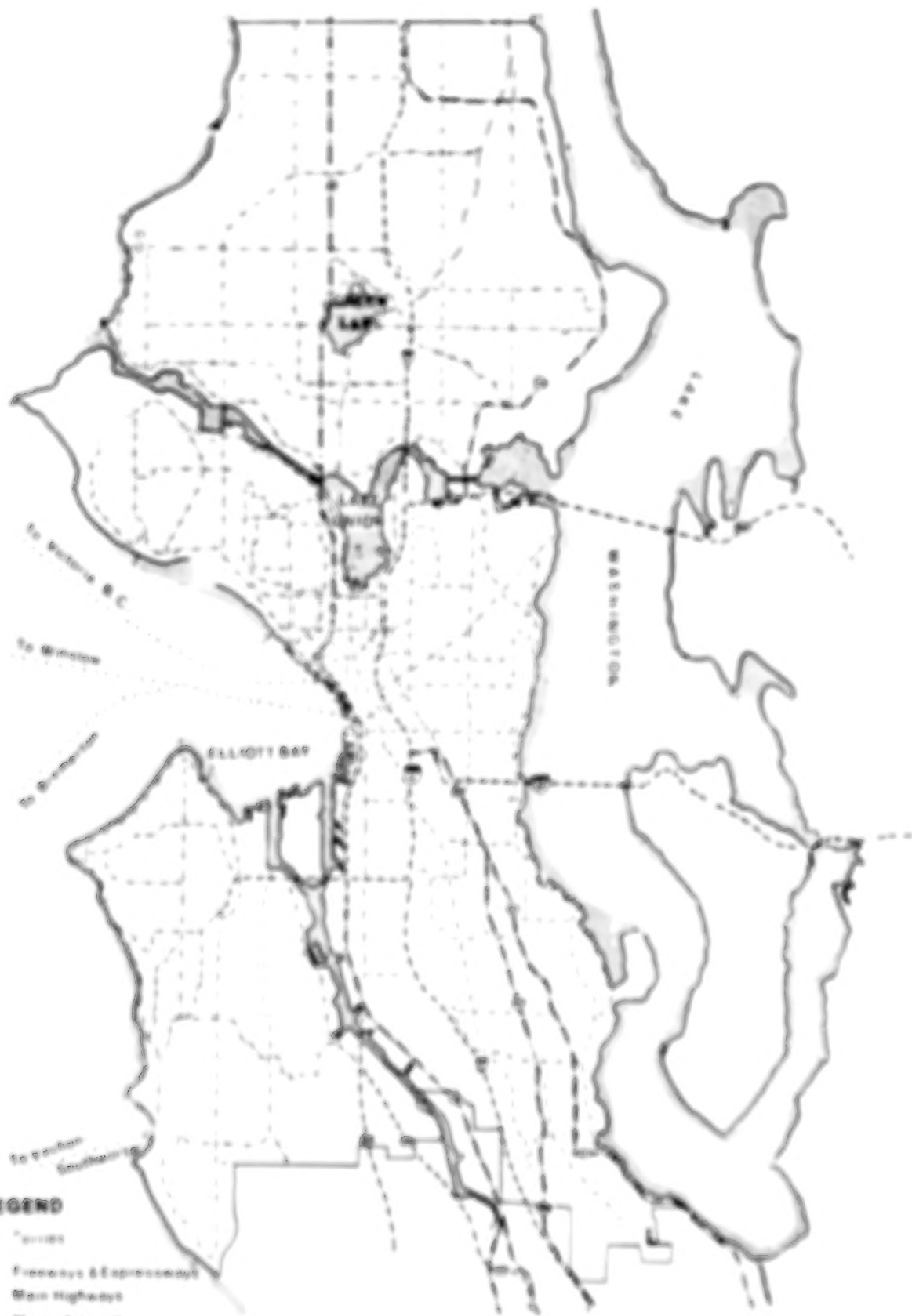
location was indicated. The projects ranged from acquisition, and development of large park sites, to renovation of existing community centers, to the expansion of equipment in underdeveloped parks. Seattle is now more than halfway through with the program. Some projects identified in 1968 are not feasible in 1976. Planning for those is being reprogrammed, and will be submitted to the voters for approval, but for the most part, the original decisions have proven to be valid expressions of the city's needs and the community's desires. The use of citizen participation in planning has continued to provide an important part of the city's park and recreation program. The use of advisory councils, volunteer teachers, and frequent public hearings helps to assure that the City of Seattle delivers the services desired by its citizens.

Seattle residents in general appear to be pleased with the variety of programs and facilities available to them. Rather than increase the variety of programs, most residents would like more opportunity to participate in those already existing. Increased facilities for indoor gym activities, more boat facilities and water access, more tennis courts, more staff to run organized programs and to provide longer hours of operation, move equipment and program supplies, all reflect the need for an increased recreation budget.

Charging of fees for programs and classes reduces participation by low income segments of the population. The centers, however, try to offer "scholarships" where sufficient funds can be found to do so. Lack of money to rent school gymnasiums and pay supervisors reduces indoor activity offerings, especially where the community can-

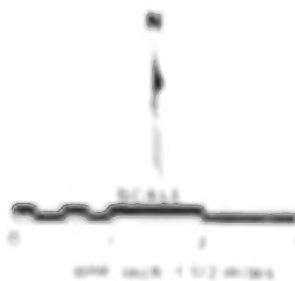
ters do not have sufficient space.

Money to renovate existing parks to serve expanded or different functions could increase usage significantly. The City of Seattle, in general, has adequate land resources to meet its park and recreation needs. The problem is acquiring the necessary financial resources to operate and maintain the existing system and to adapt it to meet the changing needs of its clientele.



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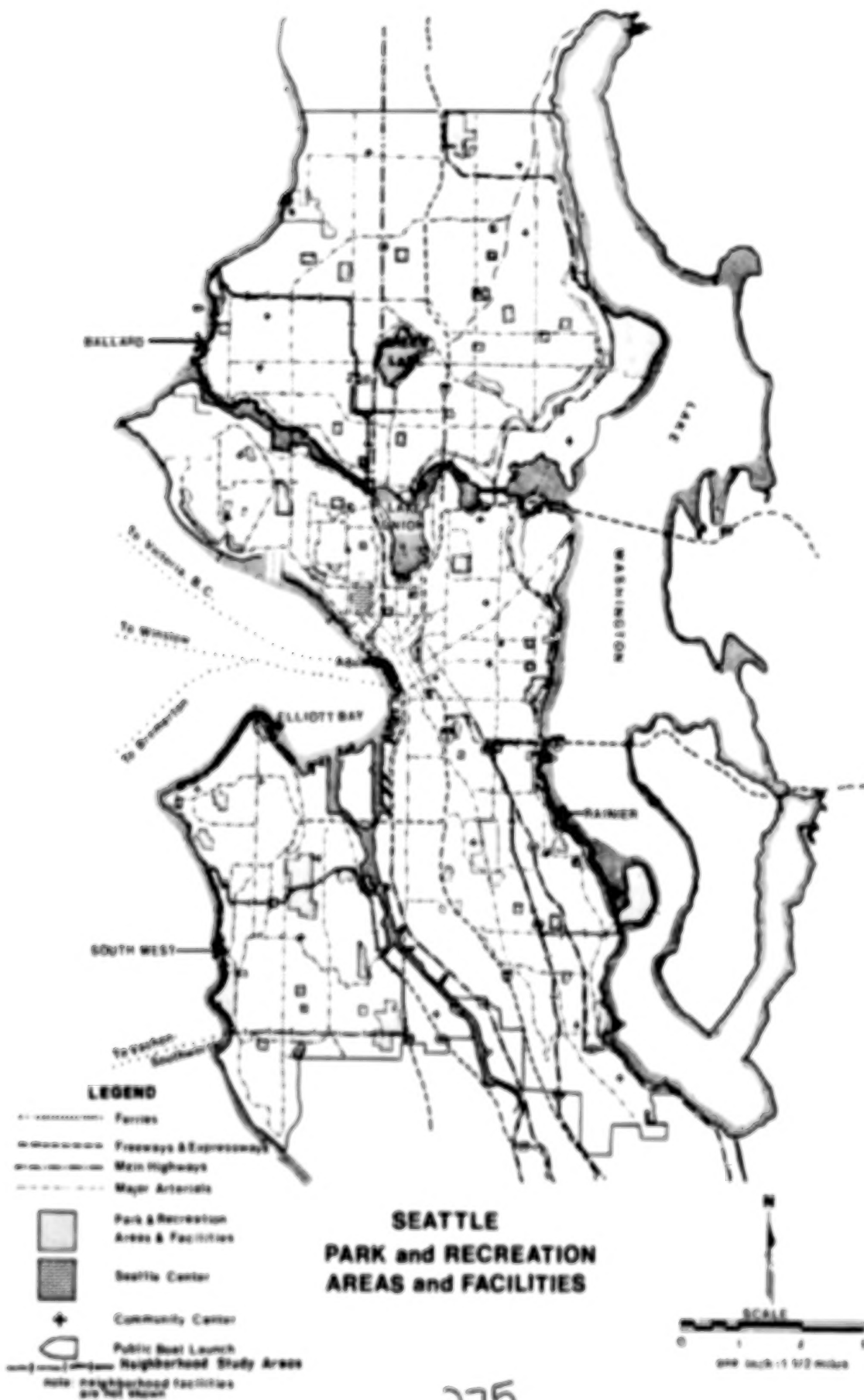
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ABBREVIATIONS

BIA –	Bureau of Indian Affairs
BOR –	Bureau of Outdoor Recreation
CDBG –	Community Development Block Grant
CETA –	Comprehensive Employment and Training Act
EDA –	Economic Development Administration
HEW –	U.S. Department of Health, Education, and Welfare
HUD –	U.S. Department of Housing and Urban Development
IAC –	Interagency Committee on Outdoor Recreation
LWCF –	Land and Water Conservation Fund
METRO –	Municipality of Metro Seattle
SCORP –	Statewide Comprehensive Outdoor Recreation Plan
SCSA –	Standard Consolidated Statistical Area
UITAF –	United Indians of All Tribes Foundation
SPICE –	School Program Involving Our City's Elderly



JURISDICTIONAL ANALYSIS

I. NAME OF AGENCY

Metropolitan Park District of Tacoma

II. GEOGRAPHIC LIMITS OF THE AGENCY'S JURISDICTION

The Metropolitan Park District of Tacoma covers approximately 50 square miles. The jurisdiction includes the City of Tacoma, and some fringe areas. A wilderness area, Northwest Trek, is also under the jurisdiction of the Park District. Northwest Trek is located six miles north of Eatonville, Washington, approximately 35 minutes from Tacoma and 55 minutes from Seattle.

III. PARKS, FACILITIES, AND PROGRAMS

The inventory shows 31 existing developed playgrounds in the city. The inventory includes four of the city's major urban parks: Wapato Park, Pt. Defiance, Wrights Park and Titlow Beach. These urban parks contain broad expanses of natural scenery and a variety of facilities for passive and active recreation.

The population of Tacoma (154,407) is at present, well served by the four developed major urban parks. Although Wright Park is below the minimum acreage, Pt. Defiance more than compensates for this by its large size. The two undeveloped parks can be improved as demand requires. Currently, Tacoma has 5.45 acres of developed major urban parks per thousand population. This figure is above the minimum acreage of 2.5 acres per thousand population for major urban

parks cited by the State Planning and Community Affairs Agency.

In Tacoma, neighborhood parks are generally considered to be of limited size, usually less than 20 acres, usually serving local neighborhood areas of an arbitrary one-mile radius, and providing natural or landscaped areas for passive recreation for all age groups. There are only three facilities which meet the preceding general criteria for classification as neighborhood parks in the city. These facilities are: Ferry, .9 acres, Firemans, 1.5 acres, and McKinely, 22.0 acres.

The Metropolitan Park District of Tacoma offers nine athletic programs ranging from football to a ski school, and including soccer for men and boys, basketball for men, boys and girls; volleyball for men, women and a mixed league; softball for men, women, and mixed; baseball; tennis instruction; golf instruction; and a swimming program for recreation, instruction and competition.

The Park District has a handicapped program, which is available year round and is funded by revenue sharing. Included in this program is a summer program for children from age six to young adults up to about 18 years of age. These programs are available to the physically and the mentally handicapped.

The Park District co-sponsors totem folk dance and square dancing groups. The senior citizens also have a dance program.

Classes in arts and crafts include ceramics, stained glass, floral design, cake decorating and craft guild. Opportunities for boating, fishing, and hiking are offered. Boat moorage space and picnic equipment can be rented. Many of the park buildings can be

rented by special groups.

IV. TOTAL CITY EXPENDITURES FOR 1976

The budget for the City of Tacoma for fiscal year 1976 was \$131,000,000. Money allocated from the city budget to the Metropolitan Park District was \$2,177,035.

Other sources of funding for recreation within the City of Tacoma are as follows:

Community Development	\$622,848
Revenue Sharing	83,584
CETA	118,904
Miscellaneous money for acquisition	312,744

Total money available from all sources for recreation is \$3,351,015 or 2.55% of the total city budget.

V. BREAKDOWN OF RECREATION EXPENDITURES

A. Capital investments

1. New development	\$109,741
2. Rehabilitation	55,547
3. Acquisition	11,688

B. Operation and maintenance costs

\$2,026,113	Park District
328,963	Northwest Trek

(Salaries account for 60% of O&M costs)

C. Costs by program

\$268,829 For all programs

D. Planning and training: none

E. Other

43,489 Amortization

VI. SOURCES OF RECREATION FUNDS

A. Total Fund Sources

	<u>Approx. % of Total Income</u>	<u>Predictability</u>	<u>Timing</u>
General appropriations of local government	73	Yearly budget	January
Earmarked revenues of local government	0		
Independently levied taxes	0		
General obligation bonds	0		
Revenue bonds	0		
User charges and fees	24	Yearly budget	January
Concession royalties or fees	3	Yearly budget	January

B. Receipts by Federal program: The Metropolitan Park District did not receive Federal funding. Other city departments received Federal funds as shown in Section IV.

C. Critical areas with insufficient funding:

1. Amount of funds needed in critical categories:

There is no one critical area of funding. The entire program needs more money.

2. Recreation needs for which there are insufficient or non-existent sources of revenue: Additional funding is needed for general operation and maintenance.

D. Alternatives to increased funding now in use: The only alternatives that are used are reduction or elimination of programs and reduced maintenance.

VII. RECREATION AGENCY AUTHORITY, RESPONSIBILITY, AND OBJECTIVES

A. Financial

1. The agency does not have independent taxing authority.
2. The agency has bonding authority for general obligation bonds and for revenue bonds.
3. The agency can legally receive donations of land and money.

B. Recreation land acquisition and management authority.

1. The agency has eminent domain authority. There are no known constraints to the agency's use of this authority.
2. The agency does not have authority to acquire less than fee interests in land or water resources. The power of eminent domain cannot be used for acquisition.
3. The agency can and does manage land outside the jurisdictional boundaries. The agency owns and operates Northwest Trek, a 600-acre wilderness area located several miles from Tacoma.

4. Extent of agency authority to make agreements or other arrangements for the following:

- a. The agency can operate programs on land it does not own.
- b. The agency can operate programs on privately-owned land.
- c. The agency does not have authority to make capital investments on land it does not own.
- d. The agency can not make capital investments on privately-owned land.
- e. The agency can permit the operation of programs on its lands by other public agencies.
- f. The agency can permit the operation of programs on its lands by private organizations.
- g. The agency can permit capital investments on its lands (either profit or non-profit).
- i. The agency can enter into long-term leases or use permits as lessee or lessor.

C. The agency can legally utilize the services of volunteers. Without volunteers, many programs would be reduced or eliminated.

D. The agency's only objective is to provide recreation to the citizens of Tacoma in the best way they can with the funds that are available.

VIII. RECREATION RESOURCES

A. The Metropolitan Park District owns or manages 44 areas

with an acreage of 2,268.

B. Agency perspective on resource options (suggestions and previous solutions).

1. Federal, state and county responsibility to operate recreation facilities to help meet regional needs: Tacoma believes that each jurisdiction should provide services for its own facilities without crossing jurisdictional lines, but there should be coordination of effort in areas of common use. Funding should be the only assistance from the state and Federal Government.

Pierce County owns Cheney Stadium, which is leased to and maintained by the City of Tacoma. It is the home of the Tacoma Twins, a minor league baseball team. To use the stadium, other non-profit groups must pay a maintenance fee.

2. Commercial recreation roles: The Tacoma Park District has some long-term contracts with concessionaires for facilities at some of the major parks. The fees provide 3 percent of the district's budget. Little competition is generated between the commercial and public providers of recreation. The commercial facilities, in general, appeal to more affluent residents and are more expensive than the public ones.

3. Cooperation between public and private non-profit agencies: Parks have been used by many different groups, sponsoring everything from pet shows to public meetings. Such groups include Little League, special interest organizations, YMCA and YWCA and scout troops. Boys' Clubs in the county also use the parks. The People's First Church sponsors programs for the handicapped and the elderly.

4. Multiple use of other public facilities: The Tacoma School District and the Park District have encouraged joint use of park and school facilities since the early 1940's. Use of other public facilities has been low. Two years ago the School District offered several arts and crafts classes but there was no response from the public. The programs were therefore dropped, and no effort to discover the reasons for lack of interest was made. The School District does offer a high school completion course and a course in English as a second language. Both of these courses have received good response from the public.

5. Coordination with Federal agencies: The Park District feels that many Federal programs have so many strings attached that the local jurisdiction loses control and the programs become less effective. For instance, excessive controls on requirements for Federal work programs limit the benefits that could be derived.

6. Federal, state, and county ability to coordinate acquisition and development for recreation that crosses political boundaries: Swan Creek is the only area at the present time being planned for joint use development. Since it is not completed, it is still too early to decide its effectiveness.

C. Administrative structure: The Park District feels that there are no options available for changes in the organizational structure either within the district or across agency lines.

The Park District feels that special purpose park and recreation agencies would be a difficult political challenge.

The Park District would like to use Federal programs to hire people in a supervisory position in order to bring additional expertise into the program. Under existing program guidelines, the Park District is not able to hire people with good knowledge of the park and recreation field so additional supervisory help is needed.

If CETA and other public employment programs were discontinued, the Park District would have to become more maintenance oriented, and further reduce recreation program activities.

IX. AGENCY STAFFING

- A. Full-time permanent staff as of March 1, 1976: 85
- B. Average temporary employment at peak season: 230
- C. Planning and research staff: 1
- D. Staffing related to programs (1976):

<u>PROGRAM</u>	<u>FULL-TIME STAFF</u>	<u>PART-TIME STAFF</u>
Recreation	2	
Athletics	3	Gym Supervisors 20
Community Centers	4	Supervisors
Center Leader	1	
Staff Assistant		3
Pools		Aquatic Supervisor 1
Lifeguards		20
Swim Instructors		22
Locker room attendants		16
SUMMER PLAYGROUND PROGRAM		
Supervisors		3
Arts and crafts spec.		1
Playground leaders		47
CULTURAL ARTS		
Supervisor		1
Assistants		3
HANDICAPPED		
*Supervisor	1	
*Swim Instructors		2
Driver		1

*Group Leader		1
Group Leader	Project Hope	2

*Revenue sharing is the source of funding for these positions.

<u>HANDICAPPED SUMMER PROGRAM</u>	<u>PART TIME</u>
Directors	2
Assistant Director	1
Physical Therapist	1
Playground Leaders	2
Bus Drivers	3
Swim Instructor	1

X. ISSUES AND PRIORITIES

A. Major problems: The major problem in providing recreation is the lack of adequate funds for the program areas. This results in budget and staff reductions. These are complicated by rising labor and other costs. Staff shortages have an adverse effect on the operation of programs and maintenance of parks and facilities. However, the public is becoming better organized and more vocal, and is requesting more services.

Public transportation limits accessibility of District facilities and programs for those without access to automobiles, particularly children and senior citizens. The City of Tacoma operates a bus system, but the lack of cross town service is a major factor which limits access to many recreation areas. All routes feed into the central business district, and to reach other parts of the city requires a transfer. The problem probably is most acute in low income areas without swimming pools and other major facilities.

Recreation problems were also identified in a recent study by the Tacoma Department of Human Development. Although the study

was primarily concerned with the needs of children, recreation, including family recreation, was considered in some detail. Some of the findings are as follows:

The people interviewed want more recreation activities and facilities such as swimming pools, gymnasiums, and community centers. The recreational needs of the handicapped and emotionally disturbed children should be better served. Outdoor play areas in plans for low income housing.

The specific recommendations for recreation improvements are:

1. Companionship: To provide each child with exposure to other children of his own age. Neighborhood play areas and free pre-school activities are suggested ways of encouraging more contact among children of the same age group.

2. Safe place to play: To provide safe neighborhood play areas to the 30 percent of the children who have no adequate and hazard free playground available to them. Neighborhood clean up campaigns and neighborhood safe play areas should be encouraged.

3. Neighborhood centers: To provide neighborhood activity centers to the 92 percent of families who do not now have access to them in their own neighborhood.

4. Park supervision: Increase park and playground supervision as requested by 92 percent of parents. Provide year round supervision whenever possible and at least summer and seasonal activity supervision in all others.

5. Family activities: To provide family activities at little or no cost and assist the 37 percent of families which can

not participate in family activities because of the cost.

6. School activities: Increase the amount of special interest programs for children during school hours to provide for the 56 percent of children who now have little or no opportunity to participate.

7. Cultural enrichment: Increase information to parents about programs which offer cultural enrichment experiences to their children. Increase program offerings to reach the 30 percent of children whose parents feel they are not receiving enough cultural enrichment.

B. Options for solving problems: The Park District feels that more money for staff and facilities is needed. They would like to have funds for salaries for operations and maintenance personnel with part of the local share of L&WCF monies available for this purpose. The amount should be negotiable, and not over 10 to 15 percent of the annual L&WCF allotment. Funding would have to be dependable on a year to year basis.

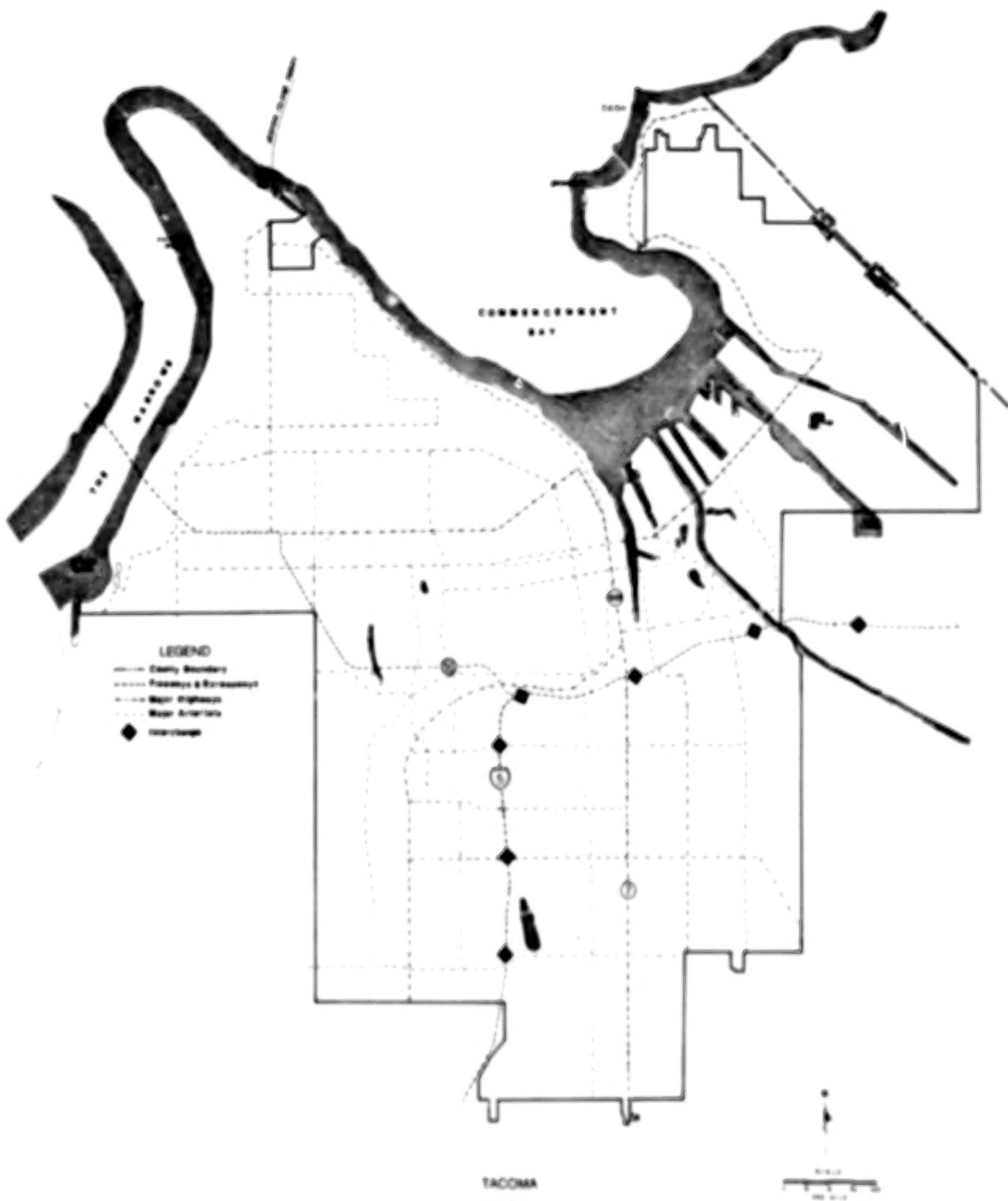
The district suggests that appropriate U. S. Department of Labor manpower programs, particularly CETA, be changed to make funds more dependable and available for maintenance and operations of parks and programs. Under the present system, only the unskilled can be hired under these programs. What is needed is more freedom in the hiring so that qualified people with expertise in maintenance and recreation programs can be used to give guidance to the lesser skilled individual.

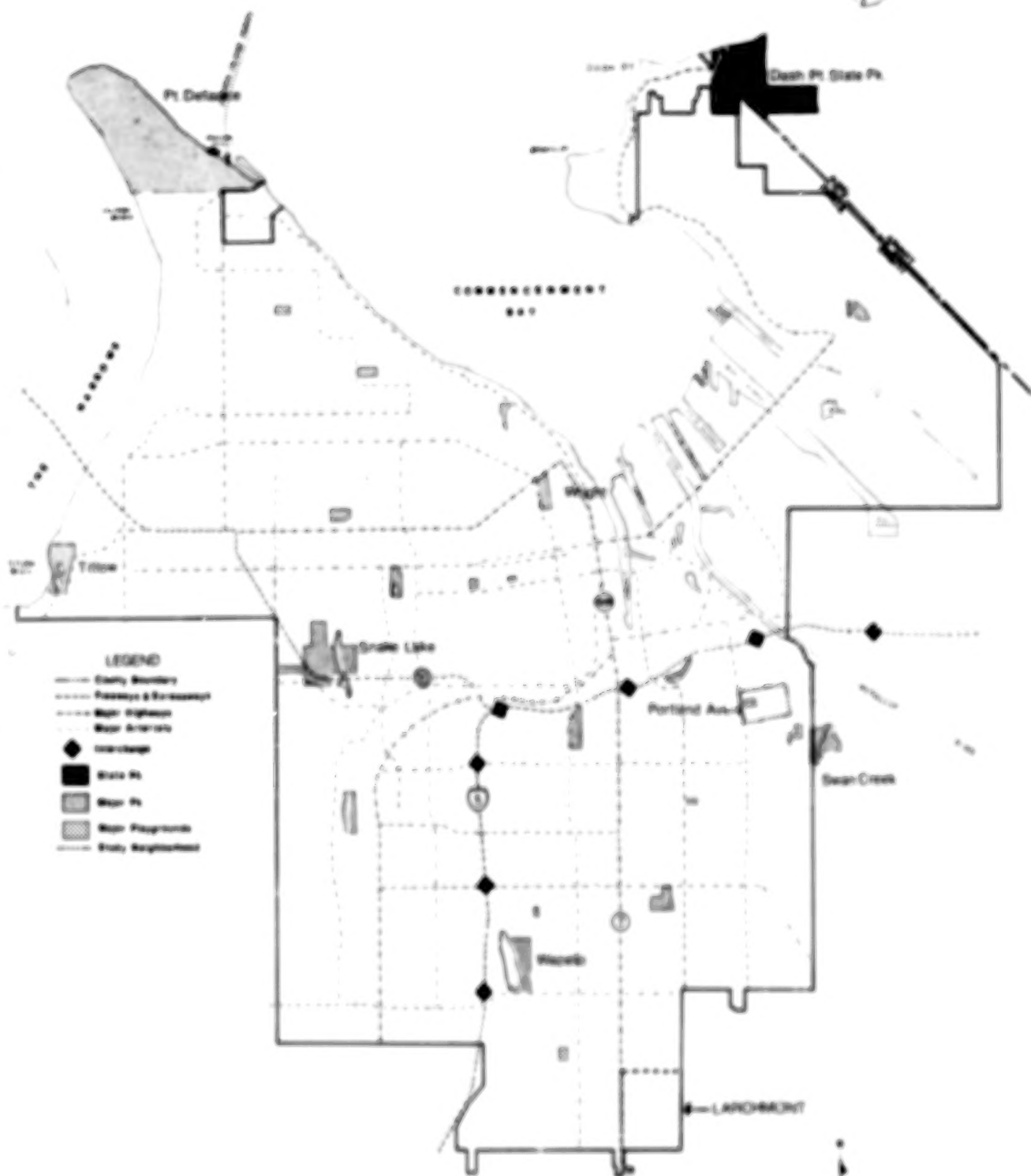
Better public transportation to park and recreation areas probably will require some form of subsidy. One option to consider for

Federal level funding assistance is the Highway Trust Fund.

C. Public participation: The local athletic federation works with the Park District in funding certain athletic activities. The Park District schedules meetings twice a month with the local people to discuss areas of mutual concern.

D. Agency priorities: The Park District feels that if sufficient funds were available, the number one priority would be more staff for operations and maintenance. After these needs are met, the next priority would be for provision of facilities in areas where no facilities now exist.





JURISDICTIONAL ANALYSIS

I. NAME OF AGENCY

Kirkland Park Department

II. GEOGRAPHIC LIMITS OF THE AGENCY'S JURISDICTION

The Kirkland Park Department's jurisdiction closely parallels the boundaries of the City of Kirkland, Washington, an area of approximately 6.64 square miles. For planning and future development purposes, however, the department is also focusing on unincorporated areas of King County outside the city's limits. Several unincorporated areas will become part of Kirkland, through annexation.

III. PARKS, FACILITIES, AND PROGRAMS

The system operated by the Kirkland Park Department consists of waterfront parks, community and sports parks, a senior citizens center, neighborhood playgrounds and a 60-acre open space area. The department is also responsible for maintaining Kirkland's public grounds.

IV. TOTAL CITY EXPENDITURES FOR 1976

Total Kirkland City Budget	\$2,667,478
Park Department Budget	\$ 237,123 (8.8%)

V. BREAKDOWN OF RECREATION EXPENDITURES

A. The FY-76 budget contains no funds for capital investments.

In 1967 Kirkland approved \$354,000 in park and recreation improvement bonds. The Park Department estimates it has been able to acquire and develop over \$2 million worth of park and recreation facilities since the passage of these bonds.

In 1976, city voters approved \$1.62 million worth of municipal bonds. Approximately \$1.3 million of this total will be used for park and recreation related community purposes. The revenue from these bonds will be used as follows:

- (1) \$300,000 for the acquisition of Lake Washington waterfront.
- (2) \$250,000 for a multi-purpose center for senior citizens.
- (3) \$750,000 for the acquisition of waterfront property within the Juanita Bay-Juanita Slough area.

B. Operations and Maintenance:

1. Administration	\$ 40,254
2. Park Maintenance	\$100,315
3. Construction	\$ 24,281
4. Recreation	\$ 45,378
5. Human Resources	<u>\$ 26,897</u>
TOTAL	\$237,125

C. Costs by program: Kirkland's recreation programs are largely fee supported, only very nominal city expenditures are made in this area. In fiscal 1976, approximately \$40,000 in user fees was spent on specific programs operated by the Kirkland Park Department.

D. Planning and training: Most planning activities are carried out as part of the ongoing duties and responsibilities of department employees. There is no separate planning budget. Large scale design

and planning projects are generally contracted out to private firms.

E. None.

VI. SOURCES OF RECREATION FUNDS

A. Total Fund Sources

<u>Type</u>	<u>I</u>	<u>Predictability</u>	<u>Timing</u>
(1) Appropriations by local govts.	70%	Good	Annual
(2) User charges and fees	17%	Good	Annual
(3) Federal grants	13%	Good	Annual

B. Receipts by Federal Program (FY-76)

1. \$20,000 Comprehensive Employment & Training Act
2. \$10,000 Housing and Community Development Funds

C. Critical recreation areas with insufficient funding: Kirkland faces the problem of providing recreation services to residents of King County, as well as its own citizens. Because of the inadequacy of facilities outside the city, and the attractiveness of Kirkland's recreation resources, particularly Lake Washington, this city of 15,000 must provide recreation facilities and services to at least 30,000 people.

The Kirkland Park and Recreation Survey identified the needs to provide more and better neighborhood parks as the most significant recreation problem in the city.

In the 1976 bond election, the city's voters turned down requests for \$360,000 to redevelop a golf course and \$450,000 to develop and improve existing city park facilities.

D. Alternatives to increased funding: The Parks Department works with the Lake Washington School District and utilizes the district's resources to provide additional recreation. The Kirkland Park Plan places particular emphasis on joint use of the district's facilities; however, this program's effectiveness is limited by Washington's special levy school financing system.

VII. RECREATION AGENCY AUTHORITY, RESPONSIBILITY, AND OBJECTIVES

A. Financial

1. The City of Kirkland has taxing authority, the Park Department itself does not.
2. The Park Department has no independent bonding authority.
3. Donations of land or money can be received by the city, for administration by the Park Department.

B. Land acquisition and management activity.

1. It is Kirkland's policy to use its powers of eminent domain only as a policy of last resort to obtain needed property or property rights. The Park Department has no power of eminent domain independent of the city's.
2. The city can acquire less than fee interests, and these can be acquired through eminent domain, as a last resort.
3. The Park Department can manage land outside the city's limits.
4. The agency does have authority to make agreements or other arrangements for the following:

Operate programs on land it does not own.

Operate programs on privately owned land.

Make capital investments on public land it does not own.

Permit the operation of programs on its lands by other public agencies.

Permit the operation of programs on its lands by private organizations (including concessions).

Permit capital investments on its lands by other public agencies.

Enter into long-term leases or use permits:

As lessee Yes

As lessor Yes

5. The agency does not have authority to do the following:

Make capital investments on privately owned land.

Permit private investments on its land (either profit or non-profit).

C. The Park Department can utilize the services of volunteers.

D. The major goals of the Kirkland Park Department are to provide for the recreation needs of present and future residents of Kirkland and to enhance the quality of the environment by creating and protecting open space areas.

VIII. RECREATION RESOURCES

A. Number of Area Acreage

19 214.7

B. Agency perspective on resource options (suggestions and previous solutions):

1. Federal, state, and county responsibility to help operate city facilities which meet regional needs: The city and county should do more cooperative work to provide recreation services, and progress is being made in this area. A city/county administered team sports complex is needed. There is no real need for the Federal government to become directly involved in the operation and maintenance of the local recreation system in Kirkland.

2. Commercial recreation roles: Commercial enterprises play a key role. 85% of the use on Lake Washington is for recreation. Most of this use is provided directly or indirectly through commercial operations. Tennis clubs, ski areas, stables and golf courses provide many recreation opportunities in and around Kirkland.

3. Cooperation between public and private non-profit agencies: The Kirkland Park Department recognizes that there are opportunities to expand their cooperative efforts and that not enough is being done now. No program aimed at expanding cooperative projects has been initiated.

4. Multiple use of other public facilities: In addition to utilizing the facilities of the Lake Washington School District, the Kirkland Park Department is responsible for maintaining the city's public grounds. This provides the opportunity to convert some small, traditionally non-recreation areas into green spaces and mini-parks.

5. Coordination with Federal agencies: The coordination of Federal programs is generally adequate.

6. Federal, state, and county ability to coordinate ac-

quisition and development for recreation which crosses political boundaries: Kirkland would like to see the Federal Government develop a better mechanism for assisting the high-priority recreation project, like the acquisition of recreation waterfronts threatened by development.

C. Administrative structure: Competition for resources and fragmentation of effort are not problems in Kirkland. There may be opportunities for special agencies to improve recreation services by managing some of the area's special urban recreation resources like Ft. Lawton or Sand Point, and cooperatively managed team sports complexes are needed. Federal jobs programs have had a significant impact upon the Park Department. Employees hired through these programs have been used extensively to develop parks. In addition, Kirkland uses the programs as a personal recruiting and evaluation service, keeping some of the more competent workers on after the Federal program is completed.

IX. AGENCY AGENCY STAFFING

- A. Full time permanent staff as of March 1, 1976: 11
- B. Average temporary employment at peak season: 20
- C. The planning and research staff is contained in the 11 person total listed in A, above. Also, see item V-D.
- D. Breakdown of staff in relation to programs.

Administration	2
Recreation.....	2
Park Maintenance	
Construction & Public	
Grounds.....	3
Human Resources.....	2

TOTAL 11

I. ISSUES AND PRIORITIES

A. Major problems: The major problem is that Kirkland must provide recreation facilities and services to a population which is at least twice the size of the city's.

B. Options for solving problems: The department hopes to solve its problems by carrying out the acquisition and development projects authorized by the 1976 bond issue (See V-A), cooperative use of facilities available through the Lake Washington School District, and by working with King County in the planning and development of areas within the county which could affect Kirkland's recreation future. The Kirkland Park Plan places particular emphasis on joint use of the Lake Washington School District's facilities.

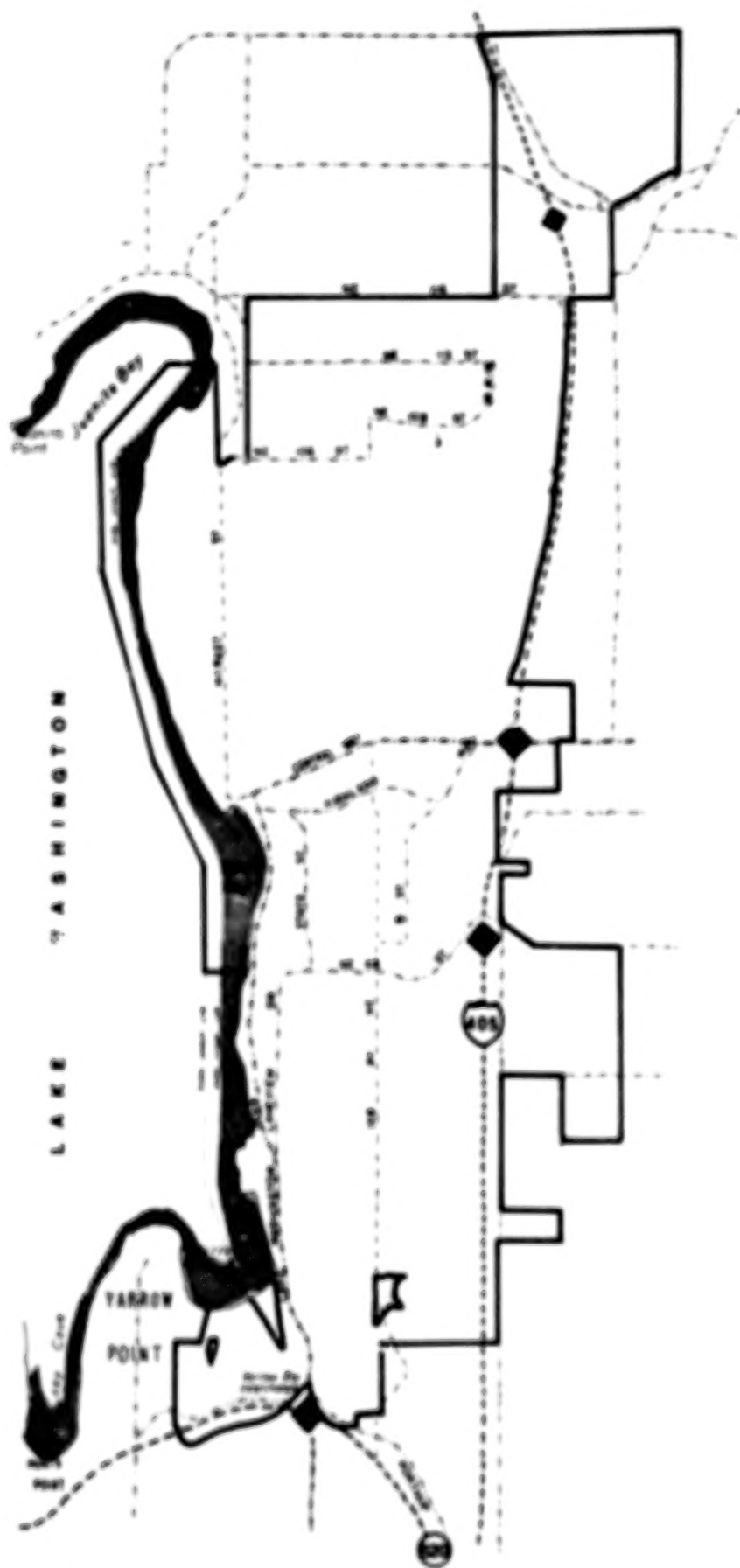
C. Public participation: In the development of its park plan, Kirkland conducted a survey to determine the actual park and recreation needs of its citizens. The survey was made up of an adult and a youth survey. A series of public meetings was also held as part of the planning process.

D. Agency priorities: The priorities of the Park Department are to establish a well-balanced, self-sufficient recreation system capable of serving the City of Kirkland and the larger planning area by: developing and fully utilizing neighborhood and community recreation facilities, with heavy emphasis on cooperative use of the Lake Washington School District's facilities; establishing a system of open space links among the recreation resources of the Kirkland Planning Area; acquiring and developing additional waterfront recreation areas and providing more access to Lake Washington through the use of street-

end easements; protection of the Juanita Slough and Juanita Creek natural open space areas; and establishing pedestrian links, through Kirkland's central business area, between Peter Kirk and Marina Parks.

Lake Washington is the city's greatest recreation resource and the acquisition of additional waterfront is the department's highest priority.

As for the program priorities, most of the city's programs are operated on a user fee system. That is, any recreation activity will be offered, as long as there are enough participants to pay the program's costs. The summer Fun Mobile and senior center activities are among the programs not operated on a fee basis.

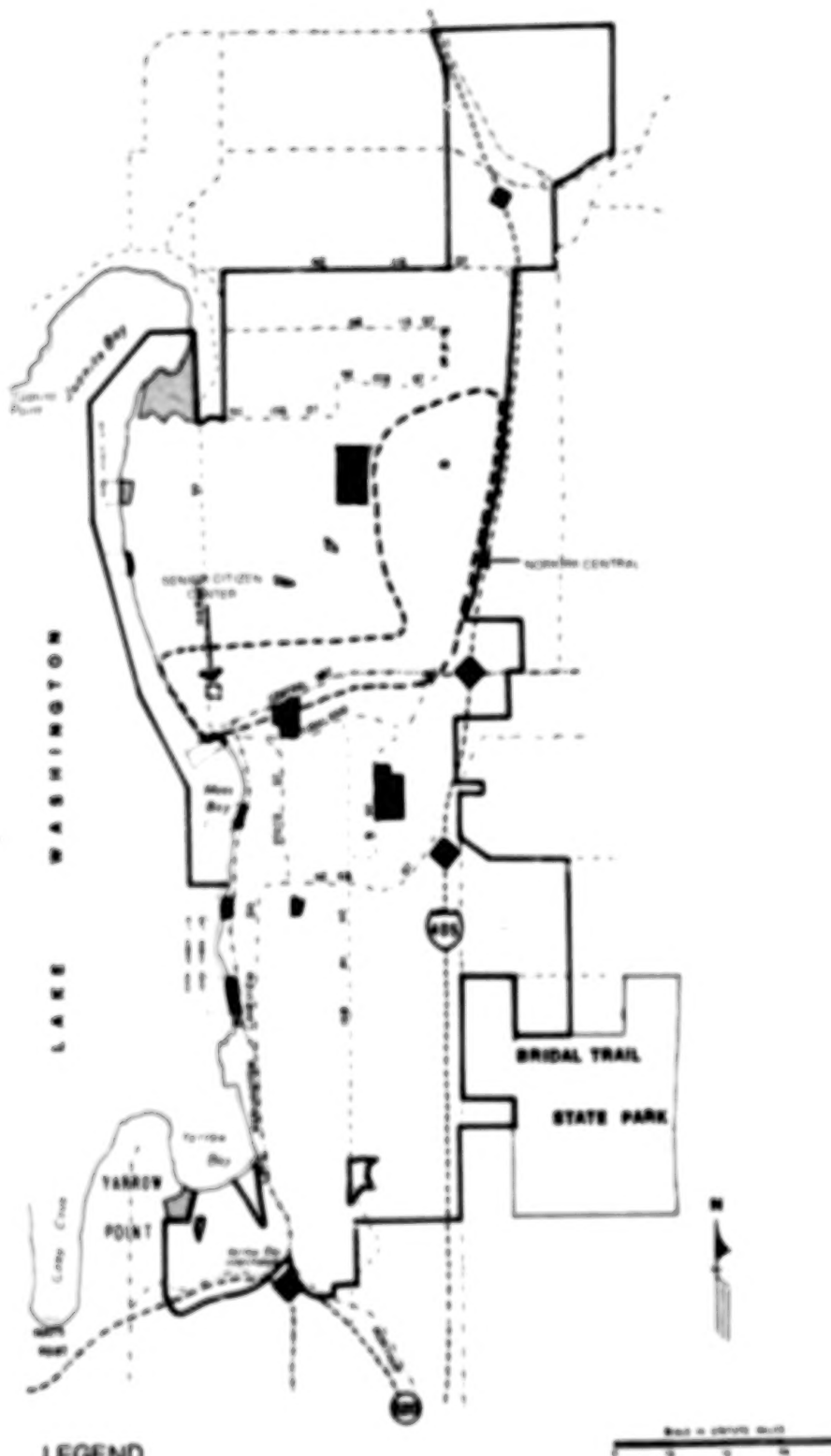


LEGEND

- Freeways and Expressways
- Main Highways
- Major Arterial
- Interchange

KIRKLAND

306



LEGEND

- Interstate and Expressways
- Main Highways
- Major Arterial
- ◆ Interchange
- Public Rec. Areas
- Private Rec. Areas
- State Park
- ▨ Neighborhood Study Areas

KIRKLAND PARK AND RECREATION AREAS

APPENDIX D: LETTERS OF COMMENT

This appendix includes letters from federal, state, and local agencies as well as from other concerned parties who were given the opportunity to comment on the draft urban recreation study. Many of the suggestions have already been incorporated into this report.

FEDERAL

U.S. Department of the Interior
Fish and Wildlife Service, Olympia

U.S. Department of Agriculture
Forest Service, Mt. Baker-Snoqualmie National Forest

STATE

Washington State Parks and Recreation Commission

Washington State Interagency Committee for Outdoor Recreation

Idaho Department of Parks and Recreation

State of Oregon, Department of Transportation, Parks and Recreation
Branch

CITIES

City of Seattle, Office of the Mayor

City of Mountlake Terrace

City of Renton

City of Tacoma

OTHER

Municipality of Metropolitan Seattle

National Recreation and Parks Association, Pacific Northwest Regional
Council (see: Willamalane Park & Recreation District)

University of Washington, Institute of Governmental Research

UNITED STATES GOVERNMENT

FISH AND WILDLIFE SERVICE

Memorandum

TO : Regional Director, BOR, Seattle, WA

DATE: June 28, 1977

FROM : Area Manager, FWS, Olympia, WA

SUBJECT: Everett, Seattle, Tacoma Urban Recreation Study (June, 1977) --
Preliminary Draft

We have reviewed the above statement and find it generally considers fish and wildlife and the public's ability to utilize this resource. We believe, however, that one major concept extremely important to public recreation and fish and wildlife resources was not discussed. Public resource agencies along with local and regional planners should recognize that many established recreation areas are valuable because they have a flowing waterway within their boundary. Adequate protection is needed for instream flows in rivers and their tributaries to insure continued fulfillment of purposes for which the area was acquired.

Recreational development funds should be made available if necessary for the purchase of water rights to insure protection of future instream flows.

Our specific comments on the preliminary draft are as follows:

I. Area Description, E. Population, Environmental, and Socio-Economic Summary, P.15

In this section of the report it is stated, "the total number of recreation activity occasions in the study area, for 16 popular activities, grew by over 11 million". The 16 popular activities should be identified and ranked in order of their popularity. If existing data is available, the activities should also be compared to one another on a percentage basis.

I. Area Description, G. Future Trends, P. 18 and 19

Although it is technically correct to assume that recreational activities like hunting, fishing and nature study do not require developed facilities they do require public access points which are often very limited in highly urban and suburban areas.

III. Urban Recreation and Open Space Analysis, C. User Desires for Physical Resources, P. 114

It was identified that residents of neighborhoods which are near



water having recreational value typically would like to have more access to the water through the development of boat launching ramps and public fishing docks. Tidelands and beaches were also identified as critical areas that the public would like to see purchased in the immediate future. It is stated that BOR could help in the identification of needs and opportunities for additional shoreline through the SCORP process and through technical assistance. The use of the word "could" suggests that this type of program has had very low priority in the past. As pointed out in section II. Identification and Analysis of Issues and Problems, C. User Considerations, page 60, there has been in recent years a shift away from purchasing recreational type land resulting in certain kinds of land such as shorelines being in short supply for recreational purposes. A section should be provided in this preliminary draft report explaining how and to what degree BOR is attempting to solve the problem of inadequate public access to shorelines.

We appreciate the opportunity to provide comments on this draft report.


for Joseph R. Blum
Area Manager

cc: Regional Director,
USFWS, Portland (ES)

WKenney:ab

UNITED STATES DEPARTMENT OF AGRICULTURE
FOREST SERVICE

Mt. Baker-Snoqualmie National Forest
1601 Second Avenue Building
Seattle, Washington 98101

2310
June 30, 1977



Mr. Maurice H. Lundy, Regional Director
U.S. Bureau of Outdoor Recreation
915 Second Avenue, Room 990
Seattle, Washington 98174

Dear Mr. Lundy:

Thank you for sending me a copy of the first draft of the Seattle-Everett-Tacoma Urban Recreation Study report for comment.

Most of my comments are written directly on certain pages of the draft and copies are enclosed for your convenience. I have one additional general comment. At the beginning of the report there should be a summary of the major findings and potential solutions resulting from the study along with a statement of the background of the study.

Thank you again for the opportunity to comment.

Sincerely,

William C. Fessel
WILLIAM C. FESSEL
Recreation Staff Officer

Enclosure:



STATE OF
WASHINGTON

Don Lee Roy
Governor

WASHINGTON STATE PARKS AND RECREATION COMMISSION

7100 Clearwater Lane, Olympia, Washington 98504

MS KY-11

206/713-5785

July 7, 1977

Mr. Maurice H. Lundy, Regional Director
U. S. Department of the Interior
Bureau of Outdoor Recreation - Pacific Northwest Region
915 Second Avenue, Room 990
Seattle, Washington 98174

Ref: 3220 File #15-2950-1585

Dear Mr. Lundy:

I have reviewed the preliminary draft Everett, Seattle, Tacoma--Urban Recreation Study and wish to commend your staff for I believe accurately reflecting the problems and alternative solutions applicable to this region.

Operations funds, redevelopment grants, and federal program continuity are, in my experience, clearly the major issues affecting adequate urban area recreation. Federal administration of local facilities seems to be neither desired by local citizens nor probably workable in meeting the needs identified in your study. These positions are well documented in your report draft and, in my experience, accurately reflect local officials delivery of urban park services, particularly to those living in major central city areas.

Regarding report format, I hope time will permit the development of a more succinct and readable 'Findings and Recommendations' section to enable rapid review and comprehension by other than Steering Committee members.

Thank you for the opportunity to be a part of this important national study.

Sincerely,

William A. Bush, Chief
Research and Long Range Planning

cc



STATE OF WASHINGTON

OFFICE OF THE GOVERNOR

OFFICE OF PROGRAM PLANNING AND FISCAL MANAGEMENT

HOUSE OFFICE BUILDING

OLYMPIA, WASHINGTON 98504

Dixy Lee Ray
GOVERNOR

Orin Smith

DIRECTOR

206-753-8450

July 6, 1977

Mr. Maurice H. Lundy, Regional Director
Bureau of Outdoor Recreation
Northwest Region
U.S. Department of the Interior
915 Second Avenue, Rm. 990
Seattle, WA 98174

Dear Mr. Lundy:

The Office of Program Planning and Fiscal Management has been designated by the Governor as the state clearinghouse for the review of Federal plans and projects pursuant to Part II of OMB Circular A-95. In this capacity, the review of the draft report, Urban Recreation Study for the Seattle-Everett-Tacoma Standard Consolidated Statistical Area, prepared by BOR, was coordinated with those state agencies represented on the Study Steering Committee. Of those agencies contacted, review comments were received from the Interagency Committee for Outdoor Recreation (IAC). IAC's comments are attached for your consideration in preparing the final field study.

We concur with the comments provided by IAC and feel that the consideration of these comments will adequately address the state's concerns at this time. It is particularly encouraging to note that involved state agencies have had the opportunity to provide direct input in the development of the study and we are very much supportive of BOR's efforts to work cooperatively with state agencies on matters of mutual interest. Because of their ongoing involvement, IAC was able to provide extensive comments which, in our opinion, will improve the study and the presentation of the study materials.

Thank you for the opportunity to review the draft study document. I hope you will find these comments useful in preparing the final report.

Sincerely,

NICHOLAS D. LEWIS
ASSISTANT DIRECTOR

Michael E. Mills

by: Michael E. Mills
Administrative Assistant

Attachments

cc: Robert L. Wilder, IAC

NDL:MLM:pw



STATE OF
WASHINGTON

Don Lee Roy
Governor

INTERAGENCY COMMITTEE FOR OUTDOOR RECREATION

480 Capitol Bldg., Tacoma, Washington 98501

206-765-7100

Robert L. Wilder, Administrator

June 30, 1977

MEMORANDUM

TO: OPFFM

FROM: Robert L. Wilder, Administrator

SUBJ: BOR Urban Study - Preliminary Draft - IAC Comments

ATTN: Mike Mills

Listed below please find the comments of the Interagency Committee for Outdoor Recreation as they relate to the June 19, 1977 preliminary draft of the Everett-Seattle-Tacoma Urban Recreation Study of the Bureau of Outdoor Recreation.

We are fully aware of the time constraints under which BOR and the National Park staff are working in order to prepare the draft study document. We wish to commend them for their accomplishment under those trying conditions. We are further aware of the general directions given to BOR and NPS regarding the nature and scope of the study. Our comments are based on a recognition of those factors. We further note that the bulk of the document is basically back-up material (Appendix) to the report. None of the comments listed below relate to that portion of the document. Our comments are given in the spirit of cooperation as we have tried to be constructive, objective and factual.

The organization of the material is somewhat confusing but we believe that this can be corrected in the second draft. Many of the sections repeat information that is contained in preceding portions of the plan. Possible reorganization of the material could result in a more precise statement of much of the information. It also appears that many of the most important statements of the report are in Section 4. The major findings and potential solutions of this section are, in our opinion, too important to have "buried" in the late portions of the document. Therefore, we suggest that you consider making Section 4 into Section 1 with the remainder of the discussion materials organized as back-up support.

In general the emphasis throughout the report is on outdoor recreation resources and their relationship to urban areas rather than a study of urban recreation in it's broadest sense. Indoor programs and facilities, cultural arts, crafts and other recreation related concerns of the urban area are mentioned in some of the discussions but are basically ignored in the analysis of issues or the presentations of findings and solutions.

Memorandum - GPPFM
June 30, 1977
Page 2

We would suggest that either this be recognized and stated wherever appropriate or the study be re-worked to include additional material on these specific concerns.

The remainder of our comments are directed to specific pages within the document.

Pages 17 through 20. This section is titled Future Trends, however, we do not find any discussion of trends. Two tables are provided which do indicate increases in certain activities but there is no discussion or analysis of what those tables mean or how they relate to future trends in outdoor recreation within the study area. We would suggest some additional narrative be added here in order to adequately explain and analyze the tables provided. We also believe that there should be some discussion as to the limitations of the data shown. These tables are not all inclusive of the types of activities that occur in the study area. They relate only to outdoor recreation activities. There is no discussion in this section related to cultural events or indoor recreation. Later in the study a few comments are made relative to a much broader scope than just outdoor recreation but this is not apparent in this segment on future trends. This appears to be a definite weakness of this section.

Pages 21 through 71. These pages deal with Section 2, Identification and Analysis of Issues and Problems. We commend the study staff on an excellent job of presenting the existing status and the identifying of issues and problems. However, there is very little material in the way of analysis. It is possible that due to the lack of time and for other reasons that an analysis was not possible, however the word "analysis" should then be eliminated from the title of the section and the section should be shown to deal only with identification of the issues and problems.

Page 35 - lines 386 through 394. This paragraph is both incorrect and misleading in that it implies that Seattle received only \$384,000 in available federal funds during the period of 1965-1976. It should be noted that this amount is LWCF funds only and that in order to maximize the available federal and state dollars available through the State Outdoor Recreation Account that many of Seattle's projects were funded from other sources even though they could have been accomplished through LWCF's. The reason for this was to maximize the federal dollar by using LWCF's primarily in areas not eligible for other federal funds and to concentrate such funding as HUD Open Space monies in the urban areas. For example, of the 9.9 million dollars available to the State from HUD "Open Space" monies for this same period, Seattle alone received \$3.8 million or 38% of all HUD funds. Lacking HUD funds, many of those projects could have just as easily been funded from Land and Water Conservation Funds. On line 391 the statement is made "even within those counties, the central cities did not receive the majority of the funds". While this is true within King County it is not true in Pierce as the City of Tacoma received \$305,000 in Land and Water funds and \$125,000 in HUD funds during this period which is almost five times as great as that received by the County. It also exceeds that to any other community within the county. Detailed tables outlining these funds were mailed to the BOR Office on June 20. It is our understanding they were not received in time to be used in this draft document. Another table which provides additional information on funding sources has been

Memorandum - OPPFM
June 30, 1977
Page 3

enclosed. (See attachment.) It should be noted that \$676,175 was received by the City of Seattle from BOR funds in 1977. We believe that this particular paragraph should be rephrased and reworded to reflect some of this additional information as well as to correct an erroneous implication that Seattle had been denied federal funding.

Page 36, lines 407 to 412. We are not sure just what is meant by the word "regional" in the comments made regarding regional direction to state plans. The local action plans for allocation, the data within the SCORP document and the discussion of needs in other areas are based on 13 planning regions within the State of Washington. Possibly a more precise definition of the term region or else a deletion of these comments would be in order.

Page 36, lines 417 to 422. References to legislative bills. Neither of the bills referenced passed the recent session of State Legislature and therefore the comments should be rephrased to indicate that they were considered but did not pass. We further suggest that the reference to a bill requiring more balanced expenditures of monies between urban areas and the rest of the state was not the purpose of the bill but rather one of the control elements within it. The referenced bill dealt with a bond issue to provide additional outdoor recreation facilities throughout the State of Washington. The other bill required the State Parks Commission to place a "high priority" on State Parks in or near urban areas but did not require that they increase their "investment", although it might be assumed that this would reasonably follow.

Page 38, lines 451 and 452. The statement is made "that the study area includes the only special purpose park district in Washington". This study area does include the only metropolitan park district, that being the one in Tacoma, but there are several other park and recreation districts throughout the state which can be classified as special purpose park districts. Therefore we suggest that you change this statement accordingly.

Page 40, lines 36 and 37. This is the first mention of community preferences as they relate to park and recreation in the document. We believe that a related comment might well have been included in either the historic summary or in future trends.

Page 46, lines 176 to 179. Again this is the first reference to a specific trend and possibly should be in the future trends section.

Page 57, lines 473 and 474. The suggestion that physical barriers are of minor importance in the study area would not appear to be borne out by some of the other statements within the document, especially those that are related to access to recreational opportunities. On page 58 alone, line 479 and 480 give an example of a physical barrier. We believe that there are many more similar types of physical barriers throughout the study area that do prevent access to recreational opportunities. For example, Puget Sound and Lake Washington are physical barriers to certain types of recreational opportunities while at the same time they provide the recreation opportunity for other activities. We suggest that further elaboration be included as it relates to the subject of natural barriers as we cannot concur that they are of minor importance.

Pages 59 and 60, lines 026 through 030. We fully concur with the comment and suggest that added to it should be the statement - that shoreline access is the number one need and priority for local agencies in the Statewide Outdoor Recreation and Open Space Plan.

Page 69, lines 270 and 271. We concur with the comment regarding the need for indoor programs and believe that possibly somewhere in the recommendations that the comment be made regarding a possible BOR Manual change to require future SCORP plans to include a broader range of recreational considerations than just outdoor facilities and programs.

Page 75, lines 423 through 425. We concur with the suggestion that BOR could play a greater role in funding research and believe that ought to be added to the final recommendations.

Page 77, lines 91 and 93. We fully agree with this recommendation regarding direct mail distribution and believe that it needs to be included in final recommendations somewhere else in the plan. At this time no other reference is made to it. Not only could cities benefit from non-profit rates to publicize their program but such a rate for state agencies and others could materially aid in the cost of research studies, especially those that are conducted by mail surveys.

Pages 80 through 85. This segment of Section 3 - Urban Recreation and Open Space Analysis, is nothing more than a repeat of information which has already been provided in part 2. What little new information is included could be incorporated into related discussion in part 2.

Page 86. The data used is taken from the 1973 SCORP and is based on a 1968 demand study. More current activity data is available from our 1976 study and we suggest that this be used rather than the statistics now shown. Much of this data has already been provided to BOR staff in relation to other BOR functions.

Pages 97 and 98. Reference to comments previously made regarding page 35. We believe that in order to show the true picture of federal contributions to outdoor recreation in the study area, that other funding sources should be shown as well as LWCF's. There are many reasons why other sources of funding have been used on a particular project, therefore the importance is not the source of funds that have been used, but rather the total amount of monies and what they have purchased. We therefore suggest that these tables either be deleted or expanded to show a much truer picture than that implied by the data shown.

Pages 101 and 102, lines 048 through 056. We fully concur with the statement relative to the Mt. Baker/Snoqualmie National Forest and believe that it needs additional emphasis elsewhere in the report. It is a very important and critical issue yet no mention is made of it anywhere else in the document including part 4, section C which deals with utilization of existing federal programs. We believe it should be an item of major discussion in that section.

June 30, 1977

Page 5

Pages 123 to 124 last paragraph dealing with handicapped. Following the initial statement that special consideration should be given to the handicapped, this entire paragraph gives "how to" suggestions rather than comments on what is being accomplished, what is lacking and what is legally required for the handicapped within the study area. We believe this section could use a re-writing and provide much more pertinent information on the subject.

Page 125, second paragraph. The statement is made here that since the North Cascades complex includes two NRA's that it provides more recreational opportunities to the people of the study area than do Olympic or Mt. Rainier National Parks. We do not concur with this statement and believe that exactly the opposite is true. Ross Lake is not accessible to boat launching except through Canada and therefore one of the most prominent features of that NRA is inaccessible to most visitors to the area. The Lake Chelan NRA can only be reached by boat coming up Lake Chelan or an overland foot trail coming off the North Cascades Highway, therefore much of this NRA is also inaccessible to the bulk of the residents of the study area for normal daily outdoor recreation activities. By the same token both Olympic National Park and Rainier receive many one day visits and both are easily accessible by automobile. We would not object to a statement that the Ross Lake NRA has the potential to provide considerable recreational opportunities for citizens of the study area. There are many such opportunities outlined in the management plan of the North Cascades National Park such as the tramway to Ruby Mt. and boating access to Ross Lake. However, these are planned for the future and are not available at the present time. We therefore suggest that this paragraph be rewritten.

Page 127, paragraph 1. A statement is made in this paragraph that there are 29,200 acres for park and recreation purposes under the administration of federal, state and local agencies. Our inventory records indicate there are over 200,000 acres of National Park Service land and 875,000 acres of Forest Service land alone within the study area. Our State Department of Natural Resources has over 75,000 acres. We recognize that probably not all of this land can be classified as being administered for park and recreation purposes. However, we do believe that the 29,200 acres is drastically under estimated. It is probable that this refers to 29,200 acres of developed park and recreation lands and if so this should be so stated.

Page 129. We have no disagreement with the areas listed with the possible exception of Hood Canal. We suggest adding a statement that there may be potential for other areas but due to time constraints additional research was not possible to determine if these existed. From the manner in which the areas are listed, the tables suggest that Hood Canal is within the study area. Since the Canal is totally outside of the study area, we think this should be noted somewhere in the document and that it should be treated separately from those areas and sites that are within the study area.

Pages 135 through 141. Due to page misplacement there is a great deal of confusion in reading the material within these pages. For example page 141 relates to Mercer Slough and is therefore totally out of place in its present location. This whole segment needs to be properly numbered.

Page 144, third paragraph. This paragraph implies that the State Parks and Recreation Commission is the only agency involved in the preservation and development of the Green River Gorge. This is not true as King County is also involved as is, to a minor degree, the City of Auburn. Their participation should also be recognized in this statement.

Pages 145 through 149. The Three Forks Park and Mt. Si/Mt. Tenieffe Conservation Area segment and the Snoqualmie/Snohomish River Valley segment are discussed separately. Since the Three Forks Park is part of the Snohomish River Basin Plan we believe that these two segments should be more closely related to each other. If nothing more, we would suggest that the Three Forks segment be made a sub-section of the larger Snoqualmie/Snohomish Study Area discussion.

Page 153 - 1st sentence. This sentence implies that the lands around Hood Canal are entirely under the ownership of Washington State. The statement refers only to the water surface but this is not evident by the wording of the sentence. In the second paragraph there is a sentence indicating a submarine base is located here. We believe that the Trident complex and what is occurring there is of far greater significance to the Hood Canal area than to be covered in a one sentence comment. This submarine base will have a major impact on the entire area and this fact should be brought out in the study report. As stated previously, Hood Canal is totally outside of the Study Area and any comments relative to it should point this out as well as include justifications and comments as to why it is important to residents of the study area.

Page 158 - No. (1) (a) (b) and (c). We fully support the suggested options providing additional financial assistance for O & M, indoor recreation facilities, and special needs facilities. We do, however, suggest that all three be considered from fund sources other than the existing Land and Water Conservation Fund. We also support suggestions (2) and (3).

Page 158 (b) - State Actions. We do not concur that these are the primary or most needed options and alternatives that should be proposed. Under (1) Land Use Information System. Such a system is now being developed and many elements of it are already in existence. We do not believe that a recommendation to continue actions that are already underway should be the highest state action priority in the study. There is also a statement regarding the formulation of a state policy for the allocation of land resources. General policies already exist within state laws and certain policy documents have been produced by the Governor's Office in cooperation with other state agencies. While we recognize that both of these areas can be improved, both are now in existence, therefore statements here that they should be put into effect do not seem to be appropriate priorities for state actions. We would suggest that instead a potential state action might be the passage of a state bond issue to allow greater funding potential for the support of existing and future federal and local fund sources. Another might be more definitive policies related to support of recreation opportunities and facilities in high density urban areas. Both of these have been suggested elsewhere in the document and in our opinion are more appropriate actions to be placed in this particular portion of the plan document.

June 30, 1977

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Page 160 - Items H & I are both sub-elements of Item G, The State Grant-in-Aid Program. Streambank Easement and Puget Sound Boating Access are both programs funded by the State Grant-in-Aid Program. This should be so stated.

Page 158 through 167. Section F is suppose to be Options and Alternatives, however, many of the comments on these pages are general statements of method rather than statements of option or alternatives for action. We suggest that this section be reviewed and where appropriate changes be made.

Pages 173 to 182. Summary of Jurisdictional and Neighborhood Issues. We wish to compliment the study team on this particular section. It has been well done and we believe should be more prominent in the document. It would appear that most of the document is back-up material for this particular section. We therefore suggest that consideration be given to placing the entire segment in a more prominent position within the document outline.

Page 184 - 1st paragraph. We would again refer back to our comments relative to page 35. We believe that this statement as written is misleading. We would suggest that it be rephrased to reflect the fact that during the time of the HUD Open Space Program that a major emphasis was placed on using those funds on the larger urban areas in order to make Land and Water Conservation Funds available to those agencies that were ineligible for HUD funding. (Executive Order 11237.) This emphasis has changed due to the elimination of the HUD Program and we foresee more Land and Water funds going to the urban areas in the future. We do not object to the statement which indicates that increased emphasis in urban priorities should be considered and fully concur with that concept.

Page 187 - 1st paragraph under Item 1. Same comment applies here as previously stated for pages 35 and 184.

Pages 194 and 195. One of the needs on page 194 is to obtain greater emphasis in urban recreation and one of the related options on page 195 is to reduce the required local share for matching projects according to a per capita income formula. While we fully concur that this is an excellent idea, we do not believe that this particular option should be included under this stated need. Without exception the low income areas of the State of Washington are not in the urban centers but in the rural areas. Therefore using this option would probably not benefit projects in most urban areas of this state.

Pages 194 through 198 - Priority Needs and Options. Most of the statement in this section are far too general in nature. We suggest adding several of the comments and findings found elsewhere in the report. One such possibility would be the example given in our comments relative to pages 101 and 102. There are many excellent statements throughout the document which we believe should be included under the Priorities, Needs and Options section. We also note that many of the options suggest increasing BOR's role as a coordinator, facilitator or in relation to other actions, but none suggest providing additional federal funds to state or to local agencies to accomplish the same purposes. We believe that these are equally valid options to accomplish desired results, especially where the actions or type of assistance being recommended provide direct assistance to the local area. It is our opinion that the state can and should serve in a pivotal role where direct services are

Memorandum - OPPFM
June 30, 1977
Page 8

provided to the local level. We therefore request that this option be added in addition to that which suggests increasing the service role of the federal government.

In closing we would again wish to congratulate the study staff on an outstanding job of gathering and assimilating the vast amount of information, ideas and recommendations under extremely severe time constraints, manpower constraints, and limited funding authorizations. We hope our comments are helpful to you in developing the second draft of this most important study. If we can provide additional information or further clarification, please feel free to call on us.

RLW:GWP:sr

Enclosure

TABLE I

Fund Source	Seattle	King County	Tacoma	Pierce County	Total Received	Total Avail. (statewide)
BOR	384,000 1. 676,175 2.	1,335,865	305,110	70,000	2,771,150	14,209,540
HUD	3,845,515	1,333,830	125,000	20,250	5,324,595	9,925,490
Total Fed.	4,905,690	2,672,395	430,110	90,250	8,098,445	24,135,030
Ref. 1'	947,69'	606,130	37,500	10,125	1,601,445	4,994,270
Ref. 18	1,962,790	3,180,600	0	86,785	5,230,175	19,949,880
Ref. 28	1,183,945	223,645	79,090	0	1,486,680	9,861,770
Init. 215	385,680	169,925	25,000	59,180	639,785	3,914,395
Total State	4,480,105	4,180,300	141,590	156,090	8,958,085	38,720,315

1. Received between 1965-76

2. Received in 1977

IDAHO DEPARTMENT of PARKS & RECREATION

Statehouse Mail

2177 Warm Springs Ave.

Boise

Idaho

83720

(208) 384-2154

Dale R. Christiansen, Director
R. P. Peterson, Deputy Director



John V. Evans, Governor

June 28, 1977

Mr. Maurice Lundy
Regional Director
Bureau of Outdoor Recreation
915 Second Avenue, Room 990
Seattle, WA 98174

Dear Maury:

I have reviewed the draft of the Urban Recreation Study for the Seattle-Everett-Tacoma SCSA as promised. It certainly is an imposing work and in my opinion well done.

There were only two thoughts that I had when I had finished. The first was a question as to the appropriateness of recommending an expanded role specifically for BOR in this type of study. The second was the emphasis on traditional recreation and the omission, with the exception of Everett's "Pea Patch Gardens", of the community garden. The community garden is a valid form of recreation that serves a broad spectrum of ages, especially the elderly. The gardens can utilize undeveloped park land, as well as other private and institutional properties. The benefits are physical, mental, nutritional, financial and social.

Thanks for the chance to review the document. It was most enlightening.

Sincerely,

Dale R. Christiansen
Director

rvk

**Office Of The Mayor
City of Seattle**

Wes Uhlman, Mayor



July 5, 1977

Mr. Maurice H. Lundy
Regional Director
Bureau of Outdoor Recreation
Room 990
915 Second Avenue
Seattle, Washington 98174

Dear Mr. Lundy:

The City has reviewed the preliminary draft of the Everett, Seattle, Tacoma "Urban Recreation Study". We would like to compliment your staff on an outstanding effort, particularly considering the limited time allowed. For some time now, I have been actively working at the federal and state levels to have urban park concerns adequately addressed. Your study is certainly a major movement toward that goal.

Your work accurately points out the difficulties our urban parks and recreation systems are facing. However, I believe your study needs to clearly indicate that these difficulties differ within the urban area between the central cities and suburbs. Central cities have largely completed the acquisition and development of their parks and are programming limited capital expenditures, except for redevelopment and renovation. As your study shows, their major expenses are for operations and maintenance. The suburbs, on the other hand, are still developing their park and recreation systems and acquisition is a pressing concern to them, typically more of an immediate one than maintenance and operation expenses.

There are also other distinctions between the suburbs and the central city which place different recreation demands upon the central city. The central city is where many poor, minorities, elderly and handicapped persons, and people without cars are congregated. Also, in addition to maintaining neighborhood facilities, the central cities have traditionally provided regional facilities, and in some cases, facilities of statewide significance. The central cities' residents alone pay for these facilities. Only in those rare cases where budgetary constraints require fees, do non-city residents, using central city regional facilities, contribute to their maintenance and operation costs. While your study touches upon these differences, it does not clearly make this critical distinction. Without this clarification, the study's recommendations are not as consistent with the data base of the study as they should be.

Mr. Maurice H. Lundy

Page two

July 5, 1977

These differences between central city and suburban recreation systems make an especially compelling argument for inner city recreation opportunities, and as the study identified, people in the central city want close-in facilities -- neighborhood facilities. Yet the state and federal parks' philosophies have been to develop an outdoor experience for our city dwellers away from the core city. Many people cannot partake of this experience. Twenty-two percent, by your report, of Seattle households do not own cars and many that do, cannot afford the high energy costs of a long trip. Your report depicts how little of the federal parks tax dollar has been returned to these core city residents. If we are serious about conserving both our central cities and our energy resources, then we have to start focusing on recreational facilities, both neighborhood and regional, in our central cities. We must make it a national priority to provide recreational opportunities at home, rather than forcing people to use scarce energy to drive 200 miles to Mt. Rainier.

Critical to these observations on the current status of urban recreation, is the declining tax base of the core city and its diminishing ability to support the present facilities and programs for both the central city residents and the non-city residents who utilize the city's recreation facilities. Maintenance and operation funds are the big problems. Because city facilities are usually older facilities, their maintenance and operation costs and associated need for redevelopment and renovation are frequently higher than for newer facilities. In rectifying this situation, I believe it is unrealistic to assume federal assumption of these costs through a revenue-sharing approach. What we need are innovative solutions to this challenging dilemma.

The acquisition needs of the suburbs can be met by the present Land and Water Conservation Fund program which has proven to be most effective in meeting acquisition and development needs. It is the inner-city maintenance and operation needs, which do not fall into any existing program, that require a new and imaginative approach. Historically, the federal government has not provided maintenance and operation costs for urban parks without participation in some degree or control over these parks, and as your report states, locals are reluctant to give up this control. However, I think that the respective needs and orientations of federal and local governments do not preclude federal operations within urban centers. The study should emphasize the central city dilemma of attempting to provide adequate park and recreation services with declining revenues and the conclusions should stress that where local resources are inadequate to provide necessary recreational services a cooperative approach by federal and state governmental units is required to share in the provision of these services.

Mr. Maurice H. Lundy
Page three
July 5, 1977

I feel there are innovative approaches to solve the support, control, and accountability problems that would allow federal financial support of our urban recreational maintenance and operation needs. One such possibility is the "National Partnership in Parks Programs" which I have enclosed for your consideration. This program would allow for a cooperative federal/local operation of major regional recreation facilities within the urban area. The federal government would not be solely responsible for the park; the liaison with the local communities would be the responsibility of the local government; and, in turn, the local government would receive financial assistance in operating the park. The program also provides for urban neighborhood parks through the release of maintenance and operation funds that previously were spent on the regional facilities in the program. I think this type of approach offers something to everyone involved in major regional urban parks.

There are, no doubt, other possibilities, but the message is simple. Seattle and other major cities need help, but the citizens want to have some say in the facilities near their homes. The federal government wants services provided to the urban dweller and the poor, but with accountability for tax dollars. It would seem that a program to meet this need can, and should, be developed.

Another option is the existing National Recreation Area program. More serious consideration should have been given in the study to an NRA in Seattle. In my opinion, the section on possible NRAs took the wrong approach. Instead of searching for NRAs near urban areas, I think the study should have been looking right in an urban area. Two examples are readily available in our shoreline parks and our need for major regional sports complexes.

A large measure of the beauty of the Greater Seattle urban area comes from the surrounding water -- Lake Union, Lake Washington, and Puget Sound. All of this shoreline provides residents of the area with unique recreation opportunities. Recognizing the recreation resources these shorelines provide, local governments have developed a number of parks on Lake Union, Lake Washington and the Sound, which within their existing boundaries or with acquisition of additional waterfront, represent a significant resource which should have been considered for its potential as an NRA. Consolidation of certain of the region's waterfront facilities under the master plan and program has the potential for a regionally and nationally significant National Recreation Area based on the area's unique waterfront resources and their

Mr. Maurice H. Lundy
Page four
July 5, 1977

significant recreation potential for residents and tourists.

Also, this area's critical need for large, regional sportsfield complexes is cited in your study but review of such regionally significant facilities as a potential NRA is not included. The need for and usage of major sportsfield complexes are year-round in this area and affect great numbers of citizens in a number of jurisdictions. Provision of such regional public sports facilities should not be the responsibility of individual local governments. The City of Seattle has recognized that a broader base of financial support is necessary to develop and operate regional sports complexes and, accordingly, is currently participating in an interjurisdictional arrangement to provide operation and maintenance of the newly completed Fort Dent Athletic Complex, located in and developed by King County. Maintenance and operation of this important facility has a significant impact on our operating budget, yet at least one more similar facility is sorely needed to serve residents of the north Seattle/King County region. The construction of one or two additional sportsfield complexes and operation of those regional facilities under an NRA arrangement would be of immediate, far-reaching and primary benefit to this area. In addition to meeting an identified need of a large regional population, such facilities would reduce the current excessive demand on neighborhood playfield facilities and thereby improve the facilities available to inner city residents.

For your assistance in reviewing our other comments on the study, additional remarks and corrections to certain of the Seattle statistics are contained in the attached addendum. As I stated earlier, I believe the study has done a commendable job of presenting our urban recreation needs. If I can be of any assistance in helping to see that the study's recommendations are implemented, please feel free to call on me.

Sincerely,



Wes Uhlman
Mayor

WU:nmw

cc: Senator Jackson
Senator Magnuson
Robert Wilder, IAC Administrator

NATIONAL PARTNERSHIP IN PARKS PROGRAM

Statement of Problem

Older urban areas and particularly central cities have largely acquired the land necessary for parks and recreation purposes. Additionally, major capital development, with the exception of indoor recreation needs, has largely been completed. As a result, the major expense for parks and recreation purposes by central cities is for maintenance and operations purposes. At a time when central and older suburban cities' budgets are strained to provide basic police, fire, and human welfare services, parks maintenance and operations expenses are frequently deferred or severely reduced. This means, additionally, that capital development renovation tends to be ignored and, in fact, is accelerated by the low level of maintenance and operation. This is further aggravated by the age of the plant, causing higher than normal operating costs since many older facilities were not designed with operational efficiency in mind.

The result is that the recreational opportunities closest to where people live fall into disrepair. In an era when energy and energy use has become so pervasive a problem, this situation results in a severe disadvantage to society, for people are forced to use their cars to seek recreational opportunities outside of the cities. Certainly the nation must support and maintain its national park and wilderness systems. But, increasingly now and in the future, recreational facilities close to where people live and work must also become a national priority. The major need in urban areas is the capability to operate and maintain major park systems that people want to use and can use. This is not just a local problem. Major national parks are already operating on a reservation system; increasingly recreation needs will have to be met in a way that maximizes the use of our entire park areas, not just traditional Federal systems.

The conclusion is two-fold; first, greater use of urban parks must be encouraged; but second, local government does not have the resources to maintain local systems, and provide the programs and facilities that people want.

A possible solution would be for the Federal government to take over the operations of certain urban parks, or combinations of parks, that are of major significance (NRA). However, neither the local nor national parks' officials prefer this proposition. Local officials are concerned about giving control over to a Federal bureaucracy and Federal officials are concerned over being responsible for the expense of a national system of urban parks.

One alternative would be for the Federal government to provide

operations and maintenance support to local governments. While this would seem to be justified, based on use and over-use of existing national parks, it is probably not politically viable and raises issues of accountability of Federal dollars.

A new, innovative solution, one that fulfills national needs while maintaining local accountability is required.

Statement of Opportunity

The United States has one of the finest national parks systems in the world. Yet it is a system that in many cases is used past capacity. Many parks and wilderness areas near urban centers must restrict the number of people using them. It is impossible, in many areas of the country, to expand these parks, and, even where possible, expansion or the establishment of new areas, can result in controversies that cause years of delay and can bitterly divide the community. Additionally, it is becoming increasingly rare that major acquisitions to the Federal system result in recreation opportunities near urban areas. Most important, the major philosophy in the Federal system is preserving unique areas and open space. The public investment is, therefore, not in cities. A major opportunity exists to expand the Federal system to help meet the recreation needs of the nation and contribute to national energy conservation. The program would be the establishment of a new National Partnership in Parks Program which would provide for joint Federal/local funding and control of major urban parks, of national significance, under standards established by the Federal government and agreed upon by the participating local governments.

The National Partnership in Parks Program

The National Partnership in Parks Program (NPP) will provide for joint Federal/local parks in urban areas, particularly central cities. The program will be based upon Federally established qualifying criteria and require local petition in order to participate. Basic principles of the NPP will include:

- o Criteria will be established that includes, among other things, population use, low income accessibility, public transit accessibility, and other "people" need criteria.
- o Except for certain cases an NPP can only be established in an urban area of at least 250,000 population with a central city of at least 100,000 population.
- o A qualifying urban area, including the central city, must petition for the establishment of a NPP.

- o No more than one NPP shall be established in any urban area, except under special conditions.
- o The NPP does not have to be on contiguous property, can be in more than one local jurisdiction, but should have commonality or a unifying theme. Priority should be given to existing regional facilities and the NPP must be a significant recreation resource.
- o Local governments, acting in concert, shall adopt a plan for the NPP that will be presented as part of the petition. The Federal government must approve the plan, or a variation, upon establishment of the NPP. The Federal government may acquire additional property as necessary to enhance the NPP and complete the adopted plan.
- o A NPP will be operated and maintained under Federal standards and in conformance to the adopted plan by local governments within whose jurisdiction the NPP exists. If more than one local jurisdiction is involved local agreements must exist clearly defining and accepting responsibilities under the standards and plan. Such local governments will be required to form a NPP Management Board which shall have overall management responsibility.
- o The Federal government will provide 80% of the costs of the NPP's capital and operational expenses. There will be a maintenance of effort for released local funds for five years. Such released funds shall be utilized for neighborhood parks and other recreational purposes within the jurisdiction and shall not displace existing funds used for the same purpose.

Addendum to Mayor Wes Uhlman's letter on Everett, Seattle, Tacoma
"Urban Recreation Study"

Page 12: The way the statistics are portrayed does not show the extent of the congregation of certain types of people in Seattle. For example, while 78% of the households in Seattle own an automobile, 34% of the statewide housing units, not having autos, are in Seattle. A sizeable portion of the state's potentially non-mobile citizens reside in Seattle.

Page 22: The amount shown as spent for recreation in 1976 in Seattle includes expenditures of the Department of Parks and Recreation only and while that Department is the major provider of recreation services, not all of the City's expenditures for recreation are within that Department's budget. For example, the Seattle Center and the Seattle Arts Commission also provide public recreation services.

Line 37 - Administrative costs are not accounted for in the figures representing 1976 expenditures.

Page 25: Line 105 - It is unclear as to how the % of the Parks Department budget received from the General Fund was determined and we have some question on the accuracy of the report's 54% figure.

Page 26: Line 141: The figure given as Seattle's total recreation budget is low: It includes grounds and facilities maintenance only and excludes expenditures for the Seattle Aquarium and the Woodland Park Zoo.

Lines 145-146: The figure listed as Seattle's 1976 allocation to programs is low: It excludes programmatic expenditures at the Seattle Aquarium and Woodland Park Zoo.

Lines 150-151: The figure listed for planning expenditures is low in that it does not take into account the cost of management staff whose ongoing duties and responsibilities include a considerable amount of program and project planning.

Line 27: Line 161- The \$423,000 was money spent for acquisition, not money available for acquisition.

Line 170 - The \$ 14,727,000 was money spent for development, not money available for development.

Page 28: Lines 198 & 199 - Land And Water Conservation Fund money was allocated to Seattle for Sand Point Park in 1976. Official BOR approval was not received until 1977.

Page 29: Line 214 - It should be noted that the provision of recreational facilities to non-residents, particularly via our regional parks, is a major concern to Seattle.

- Page 29: Line 227 - Programming in community centers is not done mostly by citizen groups, rather it is done by paid Departmental staff taking into account the requests and desires of advisory groups and citizens. At present, Seattle has 4 art studios which we pay advisory councils to operate, but this arrangement has not yet proven to be totally successful and may not be continued. As yet, Seattle has no facility run totally by advisory groups, but we are continuing to work with citizen groups in the ongoing operation of community facilities.
- Page 30: Lines 251-255 - There are two points of clarification on these lines: (1) There is a role for the State in any increased coordination effort. This is especially true since the State administers all the State and LWCF money. And (2), as long as it is a partnership approach the City of Seattle is not reluctant to involve the Federal government in the maintenance and operation of its regional facilities.
- Lines 257-259 - The City provides more regional facilities than just the Zoo and Aquarium; for example, Discovery Park, Sand Point, Green Lake, Freeway Park, Waterfront Park, etc.
- Page 31: Lines 272-274 - For a number of reasons both Sand Point and Discovery Parks are more suitable candidates for State Parks than the Zoo or the Aquarium. A more viable alternative which can be considered for operation of the Zoo and Aquarium is operation by private societies.
- Line 276-277 - This facility is the Fort Dent Athletic Complex, built by King County and maintained and operated by the City of Seattle and it is already in operation.
- Page 35: Line 393 - These figures do not include a \$ 676,000 LWCF grant which was allocated to the City in 1976 but not formally approved by BOR until 1977.
- Page 40: Line 32 - "Thru special purpose centers" should be corrected to state " Four performing and visual art studios...".
- Page 45: Lines 50-55 - It has been Seattle's policy to attempt to define basic recreational services and to cut frills, or services which are less needed and less widely used. In the program area, it has been our goal to maintain basic services and programs at community centers: Where community centers are located adjacent to playground facilities, we will have outdoor, summer playground programs operating this summer. At other locations, summer playground programs have been discontinued because they were not as well used as other programs.
- Page 50: Lines 280-284- It should be pointed out that the UIATF lease with the City is a nominal fee lease. The UIATF has been assisted by both City funds and sponsorship for additional grants, including the IAC grant (p 51, lines 298-301) which totals about \$ 320,000. The IAC funding does not include Land and Water Conservation monies.

- Page 55: The City is re-examining the concept of turning over the theatres and art studios (as opposed to "community centers") to citizen groups because our previous experiments with such arrangements have proven to be inconclusive.
- Page 68: Section f. We recognize the need for large sportsfield complexes in the area such as one or two facilities to complement the existing Fort Dent facility, but the ongoing maintenance and operating expenses for such facilities present a major obstacle. Federal construction, operation and maintenance of such regional facilities under an NRA arrangement is as recommended in the preceding letter as a viable solution to this current, unmet need for facilities and this is also a solution to the local need for ongoing assistance in meeting their maintenance and operating costs.
- Page 75: Lines 431-433 - The National Science Foundation is currently funding a park vandalism study in Boston.
- Page 88: The demographic statistics cited here highlight the need for rehabilitation and renovation funds to redevelop facilities to meet cyclically changing neighborhood needs within urban areas.
- Page 108: Lines 204-206 - Seattle residents provide a substantial share of King County's budget as well as providing police and other services to the King Dome Stadium. King County residents do not directly contribute to Seattle's budget.
- Page 129: Greater consideration should have been given to NRA's within Seattle. A whole shorelines NRA and an NRA of regional sports complexes would be appropriate for such consideration.
- Page 158: There should be a statement on the redirecting of LWCF monies to deal with urban park issues as documented by this study.
a.3. Priority for NRA's should be given not only to those potential NRA areas near urban centers but also in urban centers. You will not solve the inner city park problem by another facility in the hinterland with no adequate public transportation for the people. The philosophy should be to bring the park opportunities to the people not the converse.
- b. There should be some statement regarding a State policy on urban recreation that would result in increased State funding and cooperative ventures in urban centers.
- Page 159: b - HUD Open Space Land Program is no longer in existence. The program was terminated in fiscal year 1973.
- Page 176: The comments on renovation and redevelopment are good and should be emphasized.
- Page 179: We have experimented with shifting operation of studios to advisory groups but, so far, that alternative has not proven to be beneficial.

- Page 184: The impression is given that Seattle has not been applying for IAC funds because it has Forward Thrust monies. This is not accurate: (1) Seattle has consistently applied for IAC funds and has also seen that, typically, only one or two of its projects, regardless of how high they rank on the IAC's project rating scale, could be considered for funding and (2) the existence of Forward Thrust funds and previously of HUD Open Space funds, has been used by the IAC as a rationale for not funding Seattle projects
- Page 185: A maintenance and operation fund for five years is not providing any long range solution to urban maintenance and operation crises.
- Page 187: The changes discussed under Number 1 appear to be administrative changes and should be labeled as such in order to differentiate them from the legislative changes on page 188.
- Page 188: 1a - There is a great need for more local, not just urban input, into the SCORP. The plan is currently not a reflection of what local governments and park districts view as their recreation needs and priorities.
- 1c - Counties should also be added to the public participation in the determination of funding priorities.
- Page 189: 2c - If an urban area is serving substantially more than its residents it should qualify for the above 50% funding.
- Page 191: It should be noted that the emphasis on expenditure of CDBG funds in specially designated Community Development Areas frequently precludes this usage at deserving facilities in other areas and at regional facilities.
- Page 193: Section 6: The Corps of Engineers' federal grant program utilized by Seattle is the Code 710 Program.
- Page 197: The options on regional sports complexes should address the current funding restrictions on indoor facilities and the consideration of such regional facilities as NRA's.



CIVIC CENTER BUILDING 98043

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2200

July 12, 1977

Maurice H. Lundy
Regional Director
Department of the Interior
Bureau of Outdoor Recreation
Northwest Region
915 Second Avenue, Room 990
Seattle, Wash. 98174

Dear Mr. Lundy:

You recently sent a letter to our Mayor, Mr. John Enbom, asking for his (our City's) review and comment on the Everett, Seattle, Tacoma Urban Recreation Study.

The Mayor, in turn, has asked me to respond to your request. This letter serves that purpose.

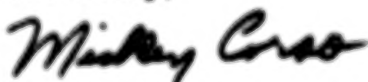
1. I found the Study to be quite lengthy but very complete and informative.
2. Of particular interest to me as a small city recreation and park administrator were the sections on future trends, facility demand and need projections, and mention of specific problems with related solution examples.
3. I strongly recommend that this Study be made available to all governmental recreation agencies within the State at the earliest possible date, so information can be used in up-dating and/or refining plans, policies, and procedures.
4. I would hope that B.O.R. would have some influence on agencies responsible for administering Federal Grant monies (ie. L.W.C.F.) to see that project applications are evaluated and approved on their ability to meet the growing, future and ever-changing recreational and socio-economic needs of our society:

Maurice H. Lundy
July 12, 1977
Page 2

- A. Energy conservation - shortages.
- B. Changing population characteristics - more senior citizens, smaller families, etc.
- C. Mobility, declining core city populations, migrations to suburban areas.
- D. Growing interests in fine arts and environmental education.
- E. Inflation and rising costs of government services.
- F. Impact of unemployment.
- G. Preservation of open space and natural areas.

Our City is currently up-dating its Comprehensive Recreation and Park Plan, and you can bet we will regard highly the above mentioned trends and potential areas of concern.

Sincerely,



Michael D. Corso
Director of Recreation and Parks

MDC/cr

cc: Mayor John Enbom
City Manager
Recreation & Park Commission



THE CITY OF RENTON

MUNICIPAL BUILDING 200 MILL AVE. SO. RENTON, WASH. 98055

CHARLES J. DELAURENTI, MAYOR

July 20, 1977

Mr. Maurice H. Lundy, Regional Director
U. S. Department of the Interior
Bureau of Outdoor Recreation, Northwest Region
915 Second Avenue, Room 990
Seattle, Washington 98174

Dear Mr. Lundy:

Thank you for the opportunity of reviewing and commenting on the Urban Recreation Study. Our experience with the Northwest Region office of the Bureau of Outdoor Recreation has been absolutely excellent in addition to being farsighted.

The City of Renton was fortunate enough to have Forward Thrust funds available for matching purposes and, as a result of the Bureau's farsightedness and participation, Renton has what the people believe to be one of the finest waterfront parks in the Northwest. Because of the demand placed on this facility, the City of Renton has acquired an additional mile of waterfront adjacent to the existing park and has designated the waterfront as its #1 priority for development.

The Park Board also believes there is a need to acquire and develop neighborhood playgrounds and play fields between 10 and 20 acres in size which have a service radius of approximately 1/4 mile. This, of course, should be done before the service areas are completely overgrown with residential or other type development.

As with most small cities money is a problem and, because of our location and our facilities, we are drawing in addition to City residents those who live beyond. It would be a tremendous help to have a new fund to specifically help with the operation and maintenance of certain facilities; this, of course, with the provision that the City budgets not be reduced if this help was forthcoming. It also appears to us that consolidation of the various funding programs for recreation assistance and the simplification of the applications would be invaluable to the smaller cities who, for the most part, do not have adequate staff to cope with the technical and time elements required.

As we see it, assistance in the form of matching money for acquisition and development, dissemination of information, help in maintenance and operation of certain facilities is imperative if we hope to keep pace with what is presently needed and will be needed in the future.

In closing, I do wish to thank you for your cooperation and commend you for such a fine job on the Urban Study.

Sincerely,


C. J. DeLaurenti
Mayor

CITY OF TACOMA

WASHINGTON

Department of Human Development

July 19, 1977

Maurice Lundy
Regional Director
Bureau of Outdoor Recreation
Department of the Interior
915 Second Avenue, Room 990
Seattle, Washington 98174

Dear Mr. Lundy,

I am writing concerning the Urban Recreation Draft Study that was recently completed by your office.

After a careful review of this weighty document I would like to extend my compliments to you and your staff for drafting a report that describes resources available, existing problems, and provides alternative options for consideration in a succinct manner. Given the limited time available to complete this study I was impressed by the breadth and quality of the Urban Recreation Study.

I was especially pleased to read the numerous references to the specific recreation needs of young children and their families. Specifically it was encouraging to read in the section on the Tacoma Metropolitan Parks District your reference to the recreation needs identified in the Child Health Study completed by the Children's Services Division of the Department of Human Development in 1976.

I attended a meeting co-sponsored by the Tacoma-Pierce County League of Women Voters and Chamber of Commerce on July 13, 1977. The topic of discussion focused on the need for a comprehensive plan and the problem heretofore in securing funds to do this plan. I referred the participants to the Draft Urban Recreation Study because a number of the concerns they expressed were addressed in this study.

It was my reading of the document that in order to provide a solution to the lack of recreation planning currently underway that

- a. specific funds could be earmarked for planning out of existing monies,
- b. that the regional office might offer assistance to smaller jurisdictions, and/or

Maurice Lundy
July 19, 1977
Page 2

- c. receipt of future recreation funds might be contingent on proof of an adequate comprehensive plan, achieved with genuine and ongoing citizen participation.

A fourth option that does not require new staff or increased expenditures would be to require that existing plans, planners, and agencies with planning responsibilities in the area of recreation demonstrate that they have a mechanism for coordinated plan development and review.

Currently within Tacoma the following Departments have a data or planning relationship for recreation beyond the Metropolitan Park District. They are: Community Development, Human Development (Children, Youth, Seniors, Adults, and Handicapped), Planning, Public Works/Public Utilities, and Transit.

The requirement for an internal coordinated plan development and review process would formalize the "informal" process that currently exists.

It seems that the development of specific requirements and criteria for ongoing Recreation Planning is a timely need.

I have enclosed a copy of the League of Women Voters and Chamber of Commerce concerns for your information.

In closing again my compliments to you and your staff on the Draft Urban Recreation Study.

I look forward to receiving the final draft in August and providing what assistance that I can to you.

Until That Time,
For The Children,


H. Dawn Bernstein
Children's Services Specialist

HDB
enclosure
cc

Tacoma Area Chamber of Commerce



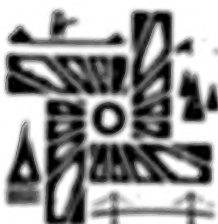
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P.O. BOX 1833 • TACOMA, WASHINGTON 98401
OFFICES • 712 BROADWAY

Recommendations of the Community Development Committee to the Metropolitan Park Board

Criteria Developed for All Public Units or Bodies

1. Each unit should be deeply involved in long range organizational planning.
 - a. State philosophy of the unit
 - b. Develop the general policies under which decisions will be made.
 - c. Develop specific objectives and goals
 - d. Develop separate capital and M & O budgets consistent with a, b & c.
2. Unit should be continuously accountable to and open with the community.
 - a. Open bidding on contracts
 - b. Report expenditures to community
 - c. Zero based-budgeting
 - d. Seek community input
3. Unit should maximize internal revenues which can be used for capital construction and M & O.
 - a. Budget should separate capital funds from M & O
 - b. Budget should reflect revenues for each department
4. Through long range organizational planning:
 - a. Prioritize needs that exist
 - b. Look for internal revenue sources before raising taxes
 - c. Specify emergency needs
 - d. Avoid peaks and valleys in tax bills
5. Unit should recognize needs of other public units and ask for least amount necessary to do a good job consistent with long range plans.

**Tacoma
Area
Chamber of Commerce**



TELEPHONE (206) 827-2175
P.O. BOX 1832 - TACOMA, WASHINGTON 98401
OFFICES - 750 BROADWAY

Recommendations on the November Bond Issue

We recommend that you change the amount of the bond issues:

- a. Pull out all new facility construction.
- b. Include in the bond issue:

Immediate needs, planning monies, funds to meet federal standards at the zoo and replacement of essential equipment.

After a comprehensive plan is completed:

- a. Hold public hearings on the plan.
- b. Prioritize the needs of the district and establish revenues to maintain those capital improvements.
- c. Come back to the voters with a bond issue that defines exactly the cost of each item included in the bond issue.

ACTION ON PARKS

The following letters resulted from our parks unit meetings. Gail Rieber and Elliott drafted the letters and, after board suggestions and approval, sent copies to the followings: the Mayor and members of Tacoma City Council; 3 County Commissioners; the 5 members of the Metropolitan Park Board; the members of the Pierce County Citizens Advisory Committee; William Glundberg, Director of the Metropolitan Park District; Tom Cross, Pierce County Parks and Recreation Director; George Halley; George Hlovik, Tacoma Planning Department; The Tacoma News Tribune.

Dear _____:

In 1977 the League of Women Voters of Tacoma-Pierce County undertook a study of the Metropolitan Park District and the Pierce County Parks and Recreation Department which included the philosophical aspects of parks planning and management. In preparing these studies a committee made inquiries to other park management agencies within Washington State, conducted interviews and studied selected comprehensive park plans. The informational material put together by this committee was supplemented by a question and answer session with Tom Cross, Director of the Pierce County Parks and Recreation Department and William Glundberg, Director of the Metropolitan Park District. The following consensus emerged from these studies of local parks and their management and ensuing discussions at ten unit meetings:

THE LEAGUE OF WOMEN VOTERS OF TACOMA-PIERCE COUNTY SUPPORTS THE DISSOLUTION OF THE METROPOLITAN PARK DISTRICT AND THE FORMATION OF A PARK DEPARTMENT WITHIN THE TACOMA CITY GOVERNMENT. WE ADVOCATE THE STUDY OF (1) A FUNCTIONAL SEPARATION OF PARKS (LAND USE MANAGEMENT) AND RECREATION (MANAGEMENT OF SERVICES AND FACILITIES) AND (2) THE POSSIBILITY OF MERGING CITY AND COUNTY PARK MANAGEMENT. WE OPPOSE A GENERAL ENTRANCE FEE TO PARK LANDS.

On the basis of this consensus the League of Women Voters of Tacoma-Pierce County will now testify and take action on issues related to local park management. During the unit discussions league members made some specific suggestions for improving our parks. These will be forwarded to you shortly in a separate letter.

Yours truly,

Nancy Pearson, President
Gail Rieber, Parks Chairman
Gail Elliott, E Q Coordinator

Dear _____:

In a letter dated June 21, 1977, the League of Women Voters of Tacoma-Pierce County advised you of our recently adopted consensus on local park management. This consensus expresses the league's goal for local park management and carries the support of our entire membership.

Parks letter, cont.

Informed and active participation of citizens in government, as stated in the purpose of our organization, requires that the league continue working with elected officials, with departments of government and with other citizens to achieve our goal for a different kind of park management structure. To initiate this dialogue we are enclosing for your consideration suggestions made by league members during our recent study meetings. These ideas emerged from an attempt to begin to find positive solutions to current park problems.

We emphasize that these suggestions are not part of our adopted consenses and were not considered for endorsement by the full league.

park development: (1) comprehensive planning to be completed before any further HPD development;

(2) comprehensive planning for HPD parks could be done by the City of Tacoma Planning Department with the addition of one or two professional park planners;

(3) citizen participation should be an integral part of the entire planning process;

(4) concessions should be run by parks department so total income supports parks; design and function of any concession should be compatible with overall park policies;

(5) rail transportation could operate to H. V. Trek; vegetation should not be destroyed for construction of a railroad through Point Defiance;

(6) the Tacoma Outboard Association lease could be bought back by the HPD and this facility managed by the income-producing operation;

(7) school playgrounds could be better utilized outside of school hours (perhaps school lavatories could be remodeled to permit exterior access with doors locked to interior access);

user fees: (1) some members were opposed to user fees under any conditions;

(2) some suggested a fee be levied on motorized vehicles entering large parks;

(a) with exemptions/free passes for senior and handicapped;

(b) for 5-Mile Drive of Point Defiance only;

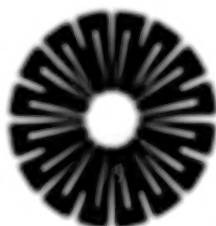
(c) for parking only;

(d) for non-residents only;

(3) fees could be charged for use of special facilities and/or for special events;

traffic: (1) motorized vehicles could be discouraged in major parks through fees;

(2) improved public transportation to and within parks could lessen traffic;



METRO

municipality of metropolitan seattle

June 21, 1977

Chairman,
Metropolitan
Council

C. Casey Simmons

Mr. Maurice Lundy
Regional Director
Bureau of Outdoor Recreation
916 Second Avenue, Room 990
Seattle, Washington 98174

Dear Mr. Lundy:

Thank you for the opportunity to review the Preliminary Draft of the Everett, Seattle, Tacoma Urban Recreation Study. As a water quality planner I would like to offer the following two considerations:

- 1) On pages 114 and 115 of the Preliminary Draft report, reference is made to utilizing ravines as part of an urban trail/park network. In many cases these ravines contain small creeks and streams that could enhance recreational opportunities in terms of fishing and/or more passive outdoor enjoyment. Efforts to preserve and/or restore the natural character of these ravines could serve a dual purpose of providing urban recreational opportunities and helping to protect water quality. I recognize the concern that many residents have expressed regarding trespassing and vandalism along urban trails. However, these problems can be greatly reduced (perhaps eliminated) by careful planning and design of the trail system. It should be noted that not all portions of the ravine or stream should necessarily have public access. In fact, fish populations generally need isolated segments of the stream where they can spawn and feed without being disturbed by people.
- 2) On page 193 brief reference is made to "other federal programs." This section should include a discussion of the Federal Water Pollution Control Act Amendments of 1972 (PL 92-500). This law sets a national goal that wherever attainable the waters of the United States should be "fishable and swimmable" by 1983. Needless to say,

Mr. Maurice Lundy
June 21, 1977
Page Two

fishing and swimming are popular recreational activities here in the Pacific Northwest. I feel the Bureau of Outdoor Recreation should work with the Environmental Protection Agency to secure federal funds for protecting lakes and streams in urban areas.

I hope these comments are helpful to you as you conclude your study.

Sincerely,



Jeff Bauman
Planning and Special Projects

JB:mb

Willamalane Park & Recreation District

765 NORTH A STREET P.O. BOX 183 SPRINGFIELD, OREGON 97477
PHONE 503/746-1669

June 7, 1977

Mr. Maurice Landy
Regional Director
Bureau of Outdoor Recreation
915 Second Avenue, Room 990
Seattle, Washington 98174

Dear Mr. Landy:

Congratulations! The preliminary draft of the Everett, Seattle, Tacoma Urban Recreation Study appears to follow closely the study perimeters established earlier. Your staff has collected much valuable information within the short time span of the study.

Perhaps I best address my comments from the general to the more specific points. As you will recall, the W.R.P.A. Pacific Northwest Regional Council sent a letter in May to Secretary of the Interior, Cecil Andrus, expressing our concerns that the Urban Study Program under its constrained time line would primarily reiterate with emphasis on outdoor recreation and open space inventories, and secondly would give only minor consideration to delivery systems for recreational program deficiencies and opportunities. After careful review of the preliminary draft, I feel that our suspicions are confirmed. A major portion of the draft addresses itself to available quantitative outdoor recreation and open space inventory data, with the remaining text focusing on subjective program delivery and administrative services information. While we realize that time and limited data base prohibited any other approach to the problem, we would hope that the Bureau will make a strong recommendation within the final study to support continued research and the establishment of data storage and retrieval systems related to urban recreation program delivery, in addition to outdoor recreation and open space inventories.

I was extremely pleased to see that the study gave adequate recognition to the fact that the Seattle area may be unique within the Pacific Northwest as an area capable of financing its own capital projects through such independent programs as Forward Thrust. Perhaps the study should be specific to point out that Seattle and the State of Washington are leaders in their funding of recreation capital projects, being the only state within the regional area to pass such capital measures at both the local and state levels.

Mr. Maurice Lundy
July 7, 1977
Page 2

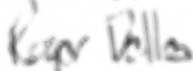
The study has addressed the need for continued research and planning in all phases of urban recreation. While we are extremely happy to see this issue highlighted, we would like to suggest that a proposal for a model urban recreation research program administered regionally by the Bureau be submitted in the final study.

I have enclosed a typed note sheet of comments made while reading the study. I hope they will help in preparation of the final draft.

Again, even though some of us feel that the study should go further into exploring the unknown ramifications of urban recreation, I think that your staff has done an exceptional job in putting together a volume of information within a short time frame. I hope this is a first step in forming some sort of national urban recreation coordination and awareness.

Thanks so much for your consideration.

Sincerely,



Roger E. Delles
N.R.P.A. Pacific Northwest
Regional Council

RED:ma
Enclosure

NOTES

Preliminary Draft

Everett, Seattle, Tacoma Urban Recreation Study

July 1977

An age-old problem exists with recreation not being considered a priority function of local government funding. Study should address the philosophical-social need for recreation in a modern society as a justification base.

P. 59 - Social barriers are not always an issue of large minority populations as suggested in text. Example: Old age can, and if properly studied within the Seattle area probably would, prove to be a social barrier for recreation participation. The whole discussion of social barriers within the study appears to be somewhat a "white wash." Probably best to state that not enough data is available to make an adequate judgement as to social barrier impact at this time.

P. 74 - One of the biggest problems in establishing funding priorities for parks and recreation is that we do not have an adequate data base to justify who we are or what we do as a profession. Really need to emphasize the need for quality on-going research and planning programs assisted from the federal level. Refers to first comment.

Part III - Sec. D and E - Both sections are poorly written and require extensive grammatical editing. Section D should make some attempt to define "adequacy" in light of the study framework. Also, Section D makes subjective judgements of future recreation growth based on "non-fuel consumptive" activities. Also suggest that consideration be given to the impact of future alternative transportation forms. Section D does not adequately cover "urban recreation" needs, but primarily addresses regional outdoor parks.

*Perhaps one of the biggest problems with the study is that it does not define "urban recreation," or establish study perimeters.

Study or research style usually reports facts and then draws conclusions based on fact. This report does not follow that type of format.

P. 167 #E - If special purpose park and recreation districts are going to be suggested as a solution for urbanized areas outside of corporate city limits, then they should be given full funding priorities for federal programs. Currently districts are not eligible on their own merit for Revenue Sharing, CDA Block Grants and local Public Works Grants. Funding distribution equity must be addressed if a federal agency is going to make such a proposal.

P. 190 #C - Should also emphasize Bureau assistance in the research and evaluation of user trends.

NOTES - Page 2

P. 191 - Revenue Sharing - Perhaps local units of government should have specialized percentage distributions of revenue sharing funds for their various functions. These cities who do not recognize recreation as a legitimate function of local government should be penalized a certain percentage. A similar proposal was submitted to Congress as a guideline several years ago that recommended park, recreation, open space and city beautification receive ten percent of revenue sharing money.

NATIONAL RECREATION AND PARK ASSOCIATION



PACIFIC SERVICE CENTER SUITE 102, 1225 EIGHTH STREET, SACRAMENTO, CALIFORNIA 95814 (916) 441-0445

May 16, 1977

Honorable Cecil Andrus
Secretary of Interior
Interior Building
Washington D.C. 20240

Dear Secretary Andrus:

This correspondence is submitted on behalf of the Pacific Northwest Regional Council of the National Recreation and Park Association to express concerns for the current Urban Recreation Study being conducted by the Department of the Interior; Public Law 94-422.

The comments stem primarily from information received during the past year from the Northwest Regional BOR office at state and regional conferences and from an article by Meg McGuire appearing in the April 1977 issue of Park and Recreation Magazine. While at points the remarks may seem critical, please be assured that they are presented only to reiterate our deep concern as a professional body. That the federal government and its representative agencies begin to recognize recreation in its context, not just the supplier of physical activity resources, but as a prime delivery system for local social services is of vital interest.

The greatest concern is with the methodology under which the study is being conducted. Public Law 94-422 appears to clearly express an intent by Congress to examine thoroughly the total ramifications of urban recreation in America, including both the preservation of "open space" and the delivery of "recreational opportunity." This mandate, as expressed by Meg McGuire, opens the door for BOR to transform itself into a more comprehensive Bureau of Recreation. The Pacific Northwest would truly benefit from a federal agency to assist in the total delivery of our comprehensive professional services, an agency that has the flexibility to deal with the total gamut of recreation-related issues.

Within the framework of your methodology, we see a study that: (1) will reiterate with emphasis outdoor recreation and open space inventories; (2) gives only minor consideration to delivery systems for recreational program deficiencies and opportunities; (3) centers its study within the Pacific Northwest in an urban center of one state, an urban center that has traditionally done well financing recreational opportunities and is perhaps not totally representative of the overall geographic region; (4) is constrained by an unrealistic time frame that forces the study team to deal with objective data only where it is readily available, primarily with the outdoor and open space inventories, and to submit to highly subjective

Cecil Andrus
May 16, 1977
Page 2

data in other areas, specifically the delivery of program opportunities; and (5) perhaps does not give full recognition to the pitfalls of past research and the importance that other local agencies play in the delivery of social services and recreation program opportunities.

In summary, it does not appear that the Urban Recreation Study is being used effectively by the Bureau of Outdoor Recreation to open the door mandated by Congress. It does not assume a broader, more comprehensive complexion that is truly representative of America's park and recreation movement. Additionally, it does not appear that the study will supply Congress with the informational base required to allow them to make coherent decisions affecting parks and recreation over the long term. The lack of adequate data base through proper research and planning has traditionally been a stumbling block for parks and recreation administrators to work effectively within our political framework.

We are hopeful that the Bureau will recognize these shortcomings and work through professional organizations, such as NRPA, to pursue a continuous on-going study that will concentrate on the broad range of issues characteristic of America's increasing leisure time activities. Perhaps through our cooperative efforts the proposal for an "effectiveness measurement" model as outlined by Diana Dunn, Harry Hatry and the BOR may someday be a reality. This will permit administrators to supply their elected officials with the continuous data required to make positive decisions affecting park and recreation opportunities for all our citizens.

Thank you for considering the Council's concerns. Please feel free to contact me for any further assistance you may desire.

Respectfully submitted,

Ernest Drapela, Chairman
Pacific Northwest Regional Council

ED/lb

cc: Robert Herbst
Maurice Lundy

UNIVERSITY OF WASHINGTON
SEATTLE, WASHINGTON 98195

Institute of Governmental Research

July 13, 1977

Maurice H. Lundy
Regional Director Northwest Region
Bureau of Outdoor Recreation
915 Second Avenue
Seattle, WA 98174

Dear Mr. Lundy,

The draft of the Urban Recreation Study of the Seattle-Everett-Tacoma Standard Consolidated Statistical Area came to my attention on Monday. In the short time frame given, I realize it has been difficult to put together this mammoth report. Having served as a member of the Forward Thrust Park and Recreation Committee, Mt. Si Citizen's Advisory Committee and Chairman of the Mountaineers' Trails Coordinating Committee I noticed some inaccuracies and wanted to express some of my concerns. As you are probably aware, I have been coordinating the Trail Inventory Project which has developed detailed information on all trails in four National Forests. I'll do my best to make a constructive contribution, first with comments relating to specific pages and then with some general comments.

p. 5 In order to indicate the limits of urban development it would be useful to include the National Forest boundary on the map.

p. 6 Suggest adding: Adjacent to the study area, easily accessible by two major highways is Wenatchee National Forest which is an important recreational resource of the SMSA.

p. 10, line 168 It would be more accurate to say: "All of King County including Seattle, Kirkland, and Bellevue are served by Metro Transit."

p. 2 Paragraph starting with 014. Suggest mentioning the total number of cities and towns of various sizes and the number with park departments. This would provide the reader with some perspective of the whole from which the specific units examined are selected.

p. 34, line 241-253 Not true, the Tolt water pipeline from its inception is used for recreational activities with the blessing of the City of Seattle even though it is considered part of the King County Trail system. While King County is not one of the jurisdictions focused upon in this report, it should not be completely ignored as portions of their park and recreation system affect those reported upon.

p. 38, line 452-455 Inaccurate, suggest the following: "Created under state enabling legislation the Metropolitan Park District was able to use available property millage not earmarked for other purposes. Competing demands of other special districts and later cities and counties finally eliminated this source in 1962."

p. 57 Camp Long is a unique facility in the City of Seattle that deserves special mention. If we are going to preserve our wilderness resources, the urban dweller needs to learn what to do and how to minimize impact on wildlands. City park and recreation departments have some responsibility for this as well as others who are providing outdoor activity instruction. Park and recreation classes in these activities attract more lower income people and so tend to make the wilderness available to all!

p. 62 Use of Metro busses for recreation could also be improved by a weekend bus schedule to provide transportation to trailheads for hiking and backpacking.

pp. 66-67 A conference on VANDALISM - ANY SOLUTIONS? was held at the University of Washington on May 31, 1977. It was cosponsored by the Washington Roadside Council, Institute for Environmental Studies, College of Forest Resources and Institute of Governmental Research. Follow up meetings have been held and there is keen interest in developing possible solutions. For further information contact Folly Dyer at 543-1218.

pp. 74-75 I agree heartily with the comments on research but would like to encourage the possibility of involving local institutions of higher learning in the research studies. Studies involving local people and graduate students have real values especially when the particular research project is designed to be part of a larger whole so it adds meaning and relevance to the total problem.

p. 76 Cispus Environmental Center is operated as an interagency facility by the Office of the Superintendent of Public Instruction in Washington State. It has an excellent instructional program which is in financial jeopardy! I attended a one week session there in March. It is tops! The federal government should have a strong concern about this type of facility which makes it possible for teachers as well as many other agencies which have contact with the public to obtain the important basics of environmental education!

p. 84 The sightseeing bus does not meet the needs of the urban population for either hiking or picnicing at Mt. Rainier.

Under existing uses, the path around Green Lake should be mentioned. It is way overcrowded. There are not enough paths and trails in the city for walking, hiking, and jogging.

p. 95, lines 426-427 To be accurate, the sentence should be changed to "Hopefully, the development of the county-wide bus system in recent years will result in further improvements." Only the City of Seattle and Tacoma operated Transit Systems. Suburban cities were serviced by a privately owned and operated bus company.

p. 100 In view of the recent study of the recreational potential of the Cedar River watershed by the Forest Service, consideration should be given to placing the Cedar, Green and Tolt River Watersheds on the map.

p. 104 Boat launching facilities are needed for power boats and sail boats but there seems to be no mention of kayaking and canoeing which are low energy recreational activities of growing importance. There are a number of rivers which have a high potential for this type of activity. The Washington Kayak Club has been making a study of "put in" and "take out" points and ascertaining the degree of difficulty of the river.

With the crowds at Green Lake and Mt. Si, it is a mistake to omit walking and hiking.

p. 147 Mt. Si. Following the recommendations of a citizen's advisory study committee appointed by the Washington State Parks and Recreation Commission and the Department of Natural Resources, Substitute House Bill 837 was enacted into law by the 1977 Washington state legislature. The act provides for a Mt. Si Conservation Area of approximately 2500 acres of state, federal and privately owned lands. The cost of obtaining the desired interest in these lands is to be determined by DNR and State Parks by December 31, 1978. The more urbanized the area becomes the greater the importance of natural areas in the recreation picture.

p. 153 Why is access by ferry "poor"? Many people, including myself, find this type of access delightful and part of the recreation experience.

p. 167 Park and recreation districts have no power to levy tax funds for maintenance and operation unless an excess tax levy is voted upon and approved each year with a greater than a majority vote. A virtual impossibility!

Winter Recreation

Little has been said about winter recreation with its tremendous increase in snow shoeing and cross country skiing. When downhill skiing first became popular the City of Seattle operated a facility at Snoqualmie Pass. Now that cross country (nordic) skiing is becoming so popular you should be aware that the area closest to the metropolitan area is Gold Creek at Snoqualmie Pass. Contrary to the impression of many people, this is not on Forest Service but on private land zoned for other purposes. Steps should be taken to acquire this property since it is an ideal beginners area and has the possibility of evening use. Unless seeds are planted in reports such as you are preparing, this may never come about.

Open Space

In Seattle greenbelt hillsides are often the only remaining area for open space. Technology now makes it possible to build on these locations destroying the cities existing natural open space. Steps need to be taken to acquire such interest in the property as necessary to preserve it in its natural state thereby retaining the open space and enhancing the livability of the city.

Trails

Special earmarked state funds are available for all-terrain vehicles, snowmobiles, bicycle and highway related trails thereby focusing governments' attention on the needs of these recreationalists. Last month I participated in a Hiker's Tax Conference in Washington D. C. BOR, NPS, and NPS were represented. As a result of that meeting I feel urged to point out that even though hikers have no special fund and are not organized that they should not be forgotten. One of the basic recreational needs in this energy scarce age is for hiker trails both inside and outside the city. There is a need for pedestrian trails in the metropolitan area.

The Forward Thrust Park and Recreation Bond issue included one million dollars for trails in Seattle and King County. Even though for over ten years I've tried to follow what has been happening to trails, I've not had an opportunity to review the Pacific Northwest River Basins Commission Report indicating there is a surplus of trails so I do not know on what basis this judgment was made. The reference to it in this report should at least include the year of the study and the fact that it was prepared without citizen input! It should also be remembered that many trails in alpine country can only be used for a few months a year, that

any travel longer than one day can only be used when hikers have vacation time and that only about 25 percent are maintained to a reasonable standard. Since that study was made the number of hikers has escalated far greater than was anticipated a number of years ago.

At the time we put the funds for trails in the Forward Thrust Bond issue, trails in the National Forests were being lost through lack of maintenance and through logging operations. While improved somewhat, Forest Service budgets for trails are totally inadequate for trail maintenance and construction. Any National Forest which provides recreational opportunities for a metropolitan area of one and a half million people should have a recreation budget which enables it to administer the forest with that as one of its purposes. Trails in National Forests should receive special funding when they meet urban recreational needs!

Snoqualish Alps

With scarce resources, both tax dollars and energy, recreation opportunities which are low cost should be encouraged. The miles of walking and hiking trails both in the cities and in the suburban area should be increased. The Snoqualish Alps (Tiger, Squah, and Cougar Mountains) are prime areas where trail systems should be constructed. A land use and recreation plan for this area has been prepared by the Department of Natural Resources in cooperation with Meyerhouser. This deserves support since access to trails can be made by Metro bus. More trails need to be constructed which are accessible by bus.

Recreation Transportation

The close proximity of the Seattle Metropolitan Area to the mountains provide the site and interest necessary for a pilot project on recreation transportation. Considerable ground work was done on this concept a number of years ago. The types of trails available on four routes were researched. The routes were Snoqualmie Pass, Stevens Pass, Sunrise (Mt. Rainier) and Monte Cristo. Private resorts at Crystal Mountain and Monte Cristo were willing to provide connecting transportation upon request. Public transportation for backpackers eliminates shuttling private cars, leaving them for extended periods in scarce parking spots, and eliminating vandalism problems. Plans for such a project need to be planned and scheduled well in advance so groups scheduling trips know where bus transportation will be available. Metro's experimental one route, one trip on Saturdays Sundays and holidays during July and August a few years ago did enable people without a car to enjoy the mountains and young people to go without parents driving them to the trailhead and returning to pick them up. The higher the cost of gasoline and the more reasonable the fare the greater would be the use.

Thank you for allowing me to submit this contribution at the eleventh hour in the preparation of the Urban Recreation Study Report. It is most important that the urban recreation needs be brought to the attention of Congress and the new Administration. I hope you will find some of these comments useful.

Sincerely,

Ruth Ittner

Ruth Ittner
Research Consultant



Department of Transportation

PARKS AND RECREATION BRANCH

525 TRADE STREET S.E., SALEM, OREGON 97310

July 19, 1977

Mr. Maurice E. Lundy, Regional Director
Bureau of Outdoor Recreation
Northwest Region
915 Second Avenue, Rm. 990
Seattle, WA 98174

Dear Mr. Lundy:

Thanks for sending the Urban Study Draft for our review and comment. Given the difficult time restriction in completing the preliminary copy, your staff has done a very commendable job of gathering information and reporting the findings. The document is extremely massive and comprehensive, so we will not try to offer detailed suggestions or thoughts for improvement in this letter. Rather, we think it appropriate to offer a few generalized feelings which we have gleaned from reading the material.

1. The report fully recognizes that operation and maintenance costs are a major problem for local government agencies. We do not feel, however, that it would be practical for federal departments to issue categorical grants for O/M expense. Consideration should be given to special "rehabilitation" grants.
2. There seems to be an implied concept in the report that urban areas are the only areas in need of recreation assistance programs. Many are primarily rural in character and these areas also have distinct needs for outdoor and indoor recreational programs. As an off-the-top suggestion, maybe BOR should establish a separate conservation fund for urban centers and let the states give more attention and Land and Water Funds to smaller communities and counties.
3. There is a lot of discussion in this report about provision of federal technical assistance to help the urban recreation problem. Perhaps BORP should be capable of providing this service, particularly with the great emphasis now being placed on planning efforts at both federal and state levels. Generally speaking, technical assistance should be provided by the state.

Mr. Maurice Lundy
July 19, 1977
Page 2

4. Contrary to what the report states, SCORP, in our opinion, should not be so precise as to identify specific sites for recreation development in urban areas.
5. We hope that BOR does not become overzealous in the area of public responsiveness as a result of this special study. This job should rest with the individual states as part of the comprehensive planning program commitment.

Very truly yours,

David G. Talbot
State Parks Superintendent

DGT:k1

APPENDIX E
STUDY CONTACTS

STUDY CONTACTS

During the course of the study, the following contacts provided assistance to the study team:

FEDERAL

U.S. Army Corps of Engineers
National Park Service
U.S. Army - Fort Lewis
Bureau of Indian Affairs
Mt. Baker - Snoqualmie National Forest
Soil Conservation Service
U.S. Coast Guard
U.S. Geological Survey
U.S. Forest Service, Regional Office
U.S. Air Force - McChord AFB
Social Security Administration
Civil Service Commission
U.S. Fish and Wildlife Service
Wisqually National Wildlife Refuge
Department of Health, Education and Welfare
Bureau of Land Management
Department of Housing and Urban Development

STATE

Washington Department of Highways
Washington State Parks and Recreation Commission
Washington Department of Fisheries
Washington Interagency Committee for Outdoor Recreation
Washington Department of Game
Washington Office of Community Development
Washington Department of Natural Resources
State of Alaska, Division of Parks
Washington House of Representatives, Rep. Margaret Hurley
Idaho Department of Parks and Recreation
Oregon Department of Transportation, Park & Recreation Section
Office of the Governor, Washington
Office of the Governor, Oregon

COUNTY

Snohomish County Parks Department
Pierce County Parks Department
King County Parks Department
Kitsap County Parks Department
King County Planning Department

CITIES

City of Seattle

City of Seattle, Office of the Mayor
Seattle Housing Authority
Municipality of Metropolitan Seattle
Office of Management and Budget
Seattle Indian Health Board
Seattle Art Museum
City of Seattle Department of Lighting
Seattle Department of Parks
Port of Seattle
Seattle Office of Policy Planning

City of Tacoma

Office of the Mayor
Tacoma Department of Human Services
Tacoma City Light
Metropolitan Park District of Tacoma
Tacoma Department of Community Development
Tacoma Transit System
Treasurer, City of Tacoma
Tacoma Planning Department

City of Everett

Office of the Mayor
Everett Parks and Recreation Department
Everett Housing Authority
Everett Park Board
Everett Senior Center

City of Kirkland

Kirkland Park Department
Office of the City Manager

Redmond Parks Department
City of Mercer Island
City of Monroe
Bellevue Parks Board
Clyde Hill Town Council
City of Spokane
City of Edmonds
City of Lynnwood
City of Montlake Terrace
City of Renton
City of Auburn
City of Kent

NEIGHBORHOOD GROUPS

West End Athletic Council, Tacoma
Larchmont Elementary School Neighborhood Group, Tacoma
Portland Avenue Neighborhood, Tacoma
Greater Everett Athletic Association
Garfield Community Service League
Garfield Neighborhood Improvement Committee
Southeast Effective Development, Inc., Seattle
Rainier Community Center Advisory Council
Rainier Chamber of Commerce
Ballard Community Center Advisory Council
Ballard Chamber of Commerce
Loyal Heights Community Center Advisory Council
Southwest Community Center Advisory Council
Central Area Youth Association
Seattle Recreation Financing Task Force
Moss Bay Days Planning Committee

CONGRESSIONAL OFFICES

Office of Senator Henry M. Jackson
Office of Congressman Don Bonker
Office of Congressman Jack Cunningham
Office of Congressman Joel Pritchard

OTHER

Puget Sound Council of Governments
Recreational Equipment, Inc.
Monroe Youth Club
Pacific Northwest River Basins Commission

Association of Washington Cities
Mountain Safety Research
National Indian Activities Association
United Indians of All Tribes Foundation
League of Women Voters
The Trust for Public Land
Burlington Northern Railroad
Washington Park Foundation
National Boating Federation
Boys' Clubs of America
International Community Improvement Association
Everett School District
Everett Herald
Garfield Elementary School

PRIVATE CITIZENS

Over 150 residents of the SCSA were contacted for information during the study period.

Summary.

A "Problems and Issues Workshop" was held in early January, 1977, to help define the scope of the study. Fifty-six agencies were represented at the meeting. The Steering Committee for the study effort, comprised of representatives of 23 agencies, has performed a review function for the study progress and findings. During the course of the study, extensive meetings, sometimes on a daily basis, were held with the four sample jurisdictions comprised of the Park and Recreation Departments of Everett, Seattle and Kirkland, and the Metropolitan Park District of Tacoma. Meetings were held with key citizens and citizens groups within two or more neighborhoods within each jurisdiction. Near the end of the study period, when problems and issues were well-defined and confirmed through field analysis, a workshop on

problem solutions was held. Attendance at the workshop consisted of representatives from 19 agencies and citizen groups. Individuals and agency representatives with special expertise were consulted throughout the study period as different problems and solutions were explored.

Two special briefings were made on the study progress and findings. The first was a presentation by the Bureau of Outdoor Recreation at the NRPA Pacific Northwest District Conference, May 2, 1977, in Eugene, Oregon. The second was made by the Bureau to an assemblage that included representatives of Congressional Offices. This briefing was conducted on July 12, 1977, in Seattle, Washington.

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- 1947 *Soil Survey: Snohomish County, Washington.* Series 1937, No. 19.

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As the nation's principal conservation agency, the Department of the Interior has basic responsibilities to protect and conserve our land and water, energy and minerals, fish and wildlife, parks and recreation areas, and to ensure the wise use of all these resources. The department also has major responsibility for American Indian reservation communities and for people who live in island territories under U.S. administration.

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